DOCUMENT RESUME

ED 111 295 HE 006 701

TITLE Change by Design.
INSTITUTION Florida State Board of Regents, Tallahassee.
PUB DATE 31 Mar 75
NOTE 47p.

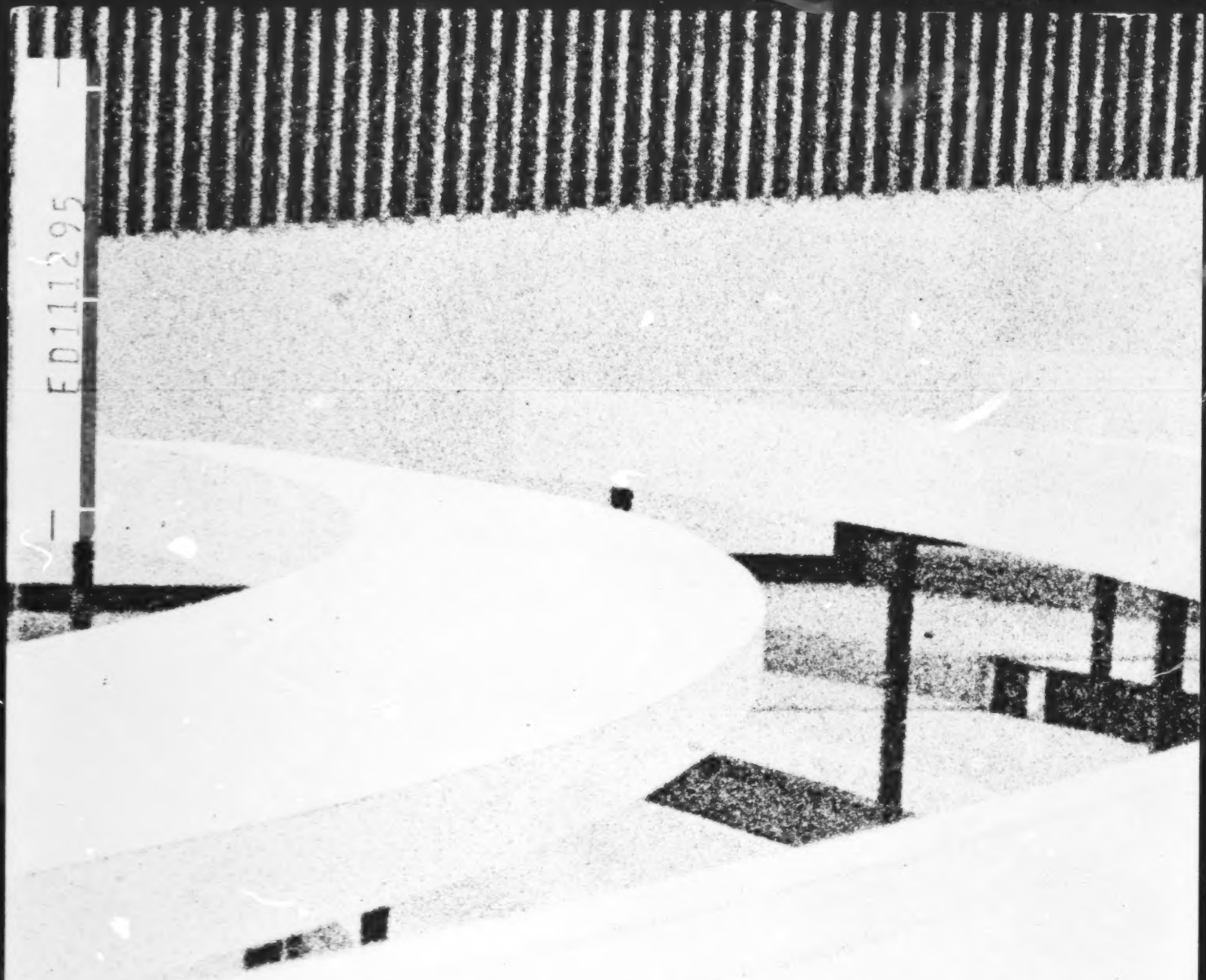
EDRS PRICE MF-$0.76 HC-$1.95 Plus Postage
DESCRIPTORS Administrator Role; Budgeting; Cooperative Planning; *Educational Development; Educational Finance; *Educational Planning; *Governing Boards; Health Education; *Higher Education; Master Plans; Professional Education; Program Planning; *State Universities
IDENTIFIERS *Florida

ABSTRACT

The Board of the State of Florida attempts to discharge their obligations and meet the challenge of the decade by: (1) insuring planning diversity through development of a new master plan called CODE (COmprehensive DEvelopment Plan), follow-up professional studies, and by planning for economy and equality; (2) expanding and improving educational opportunities through new state universities, national recognition for quality, and new students; (3) responding to emerging needs by following the California model, setting new goals for the university, developments in health education, and interinstitutional cooperation; (4) adjusting to available resources by systematic budgeting, restrictions on program efforts to increase productivity, and utilization of other cost saving measures; (5) achieving a sound base for decisions through the role of the chancellor, increasing avenues of communication, and by confronting conflicting aspirations. (Author/KE)

****
* Documents acquired by ERIC include many informal unpublished *
* materials not available from other sources. ERIC makes every effort *
* to obtain the best copy available. nevertheless, items of marginal *
* reproducibility are often encountered and this affects the quality *
* of the microfiche and hardcopy reproductions ERIC makes available *
* via the ERIC Document Reproduction Service (EDRS). EDRS is not *
* responsible for the quality of the original document. Reproductions *
* supplied by EDRS are the best that can be made from the original. *
****

ED111295



U.S. DEPARTMENT OF HEALTH
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

Change by Design

Printing of this document was financed by private citizens interested in the welfare of higher education in the State of Florida.

Produced by the Board of Regents
Graphic Arts Lab—Glenn Sharron, Coordinator

Table of Contents

Foreword 2

. . . To Insure Planned Diversity 5

. . . To Expand and Improve Educational Opportunities 15

. . . To Respond to Emerging Needs 23

. . . To Adjust to Available Resources 31

. . . To Achieve a Sound Basis for Decisions 39

Change by Design

FOREWORD

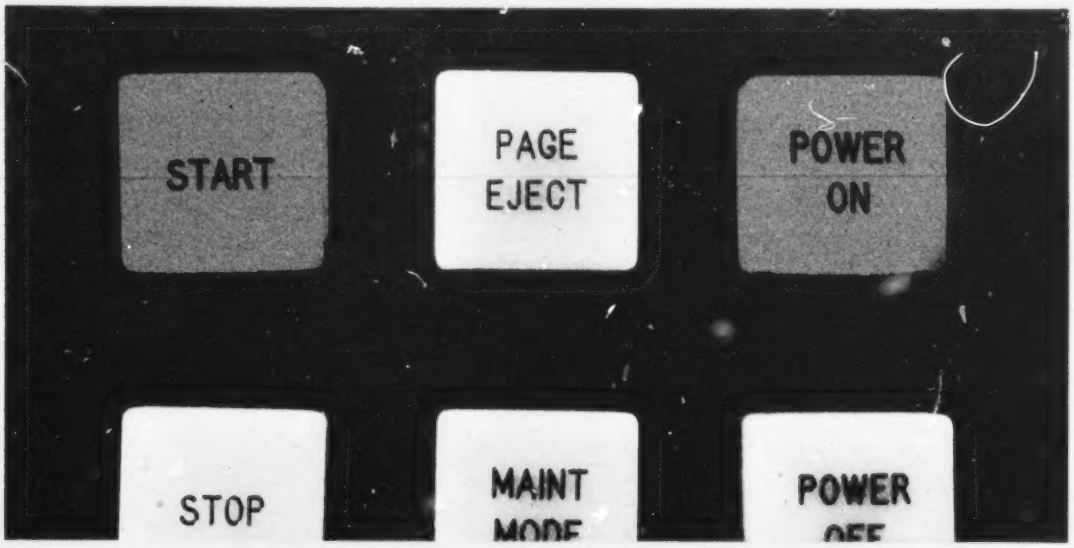
For most of their history state supported universities were autonomous. In their external political relations, for example, they dealt directly with the Legislature. Presidents urged adoption of requests for funds to sympathetic Legislators. The resulting appropriations determined policy, the location and size of a building, the inauguration or expansion of academic programs, and the competitive relationship of each institution both within and without the state. The affairs of state government were relatively few. Legislatures met infrequently, budgets were small and decisions, although significant, were relatively easy to make. Alternatives were clear and choices were few.

In the decade following World War II, the web became more complex. The state assumed a larger role in our daily lives as the span of its concerns widened. Increasingly government regulated, subsidized, controlled, policed and concerned itself with the welfare of its citizens. It assumed responsibility for the aged, the indigent, the physically and mentally ill. Populations grew exponentially. The clamor for free or low cost quality education was extended downward to kindergarten and upward through graduate school. Our society increasingly depended upon a technological base which demanded a high level of education and extensive research capabilities. Universities expanded and multiplied. Teacher colleges became universities. Graduate programs proliferated.

As state budgets became larger in response to new and more substantial demands, the old ways of determining the allocation of money were rendered outmoded and inadequate. State Legislatures sought improved ways of conceptualizing and addressing the increasingly controversial questions with which they were confronted. They sought to deal broadly with the questions of allocation of additional support among categories such as mental health, roads and education. Within the latter category, the proper balance between funding of kindergarten, education for the handicapped and graduate and research programs became the focus of decisions. No longer could the Legislature deal with the welter of conflicting data and frequently inconsistent claims presented by larger numbers of individual and ambitious universities. The division of money between universities became buried in larger questions. Increasingly, political rather than educational considerations governed hasty and often uninformed decisions with respect to the division of monies among the plethora of university petitioners. Planning to accommodate the future was uncoordinated, parochial or non-existent.

The response of the states was to lodge responsibility for the planning and coordination of universities in a single agency. Legislatures were thereby enabled to deal with the broader conceptual questions as to the division of resources between public education and higher education and allocate the proper percentage of the state revenue to each of these functions according to its judgement. Boards were given authority to recommend the establishment of new institutions, the expansion of existing ones, and to plan for the distribution of students and programs among the institutions as well as the location and size of facilities to house them. The outcome of the struggle between those who feared encroachment by such boards upon traditional institutional autonomy and those who believed in the necessity for such unification resulted in state boards which vary in terms of the duties and responsibilities allocated to them. Such boards range from coordinating bodies possessing recommending authority only, to a single governing board controlling a consolidated budget for all publicly supported universities. Since mid 1950, however, the trend has been clear and unmistakable; states without such central authorities established them — those with central boards strengthened their powers. At the present time, forty-seven states have central boards as contrasted with seventeen in 1954.

Florida was no exception to the general sweep of events. The same problems and considerations which prompted the establishment of boards in other states moved the Florida Legislature in 1964 to establish the Board of Regents, a single governing board for the publicly supported universities in the state. The first board was appointed by Governor Farris Bryant in the closing days of his term. Its legality was contested by incoming governor Haydon Burns who contended that Governor Bryant's authority to appoint had expired. The Florida Supreme Court upheld Governor Burns' contention. Consequently, in March, 1965, he appointed the first official Board of Regents of the State of Florida. Their powers were broad.



The legislative act which established the Board of Regents stated as follows:

> "It is hereby declared to be the intent of the legislature that the board of regents of Florida be granted the necessary powers to govern, regulate, coordinate, and oversee the institutions and agencies in the state university system."

It was under this broad grant of authority that the Board convened in Tallahassee on 31 March 1965 to organize and to embark upon the discharge of duties. The Board selected Chester H. Ferguson, Esquire, as its first chairman, who served in that capacity until 1 January 1969. Under the guidance of the Chairman, the Board formulated basic policies, procedures and goals. The soundness of these policies ar d goals is attested by the fact they have guided the Board to the present day. Dr. J. Broward Culpepper who had served in an executive capacity with the former Board of Control was appointed the first Chancellor effective 1 July 1965. Dr. Culpepper served until 31 December 1967 and Dr. Robert B. Mautz was appointed Chancellor on 18 March 1968. In late 1974 Chancellor Mautz announced his intention to resign on 30 June 1975 and Dr. E. T. York was named Chancellor Designate to succeed Chancellor Mautz.

Subsequent to Mr. Ferguson's tenure as chairman, the Board has elected three chairmen: D. Burke Kibler, III, 1969-71; J. J. Daniel, 1972-74; Marshall M. Criser, 1974-present.

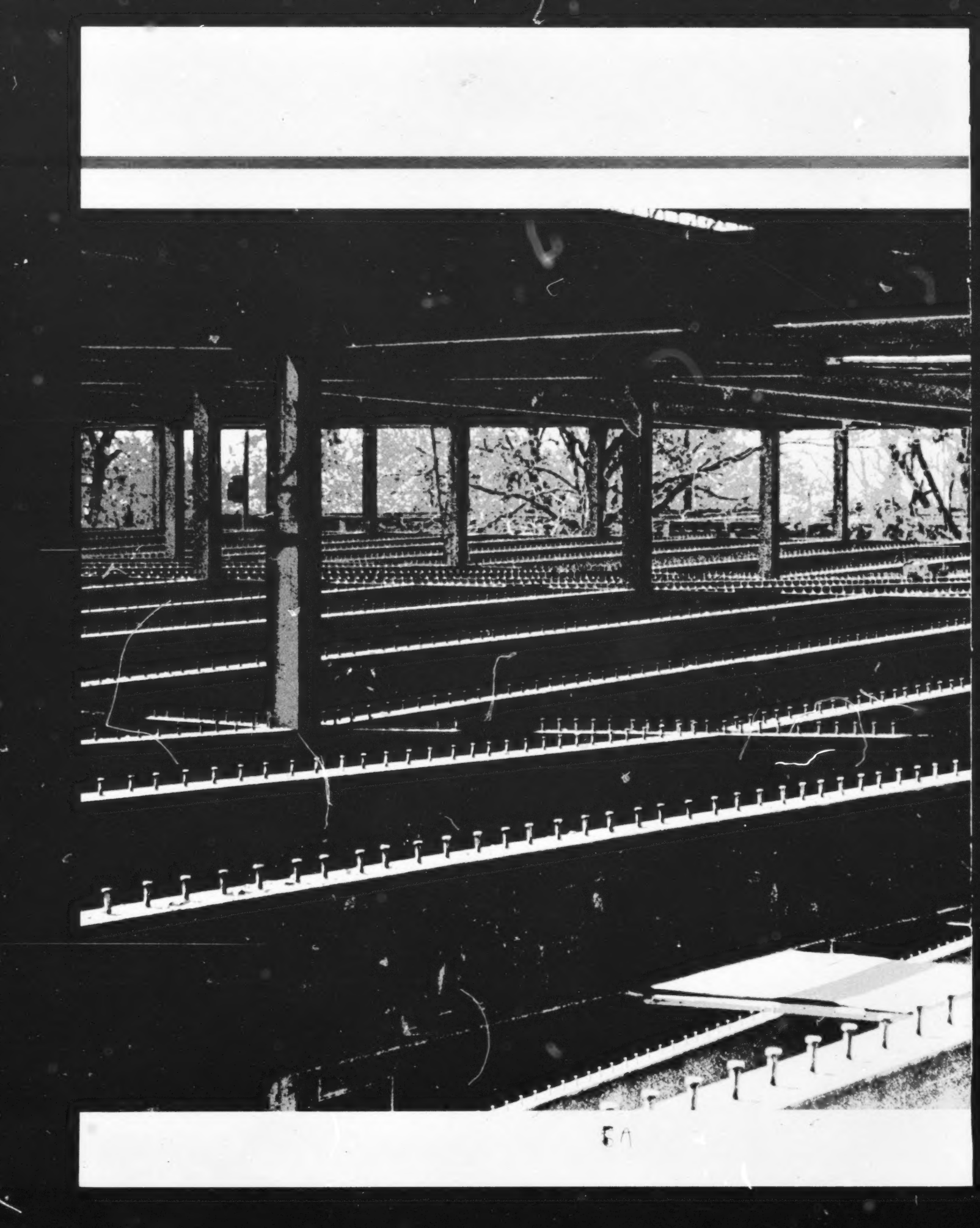
The date of this writing marks the end of the first decade of the Board of Regents. During that period it has controlled the destiny of the publicly supported universities in the State of Florida. It is appropriate to relate the progress of the Board in fulfilling its mission. For this purpose the Board of Regents commissioned Dr. Jack Detweiler to write the history which follows.

The history does not attempt to assess the wisdom of the path the Board followed. It is not exhaustive. It does not deal in the trivia of day to day decisions nor of the achievements of individuals or institutions. Rather, it is intended to outline broadly the manner in which the Regents discharged their obligations and met the challenges of the decade, to conceptualize the problems as the Regents perceived them and to relate the solutions.

It has been the goal of the Regents to discharge their obligations with the resources given to them in a manner which would enable the citizens of the State of Florida to enjoy increased access to ever higher quality and broader range of educational opportunities and to do so with minimum duplication of programs and with the most efficient possible use of resources. What follows is the story of a decade of their service and achievement.

Robert Barbour Mautz

Robert B. Mautz
Chancellor
31 March 1975



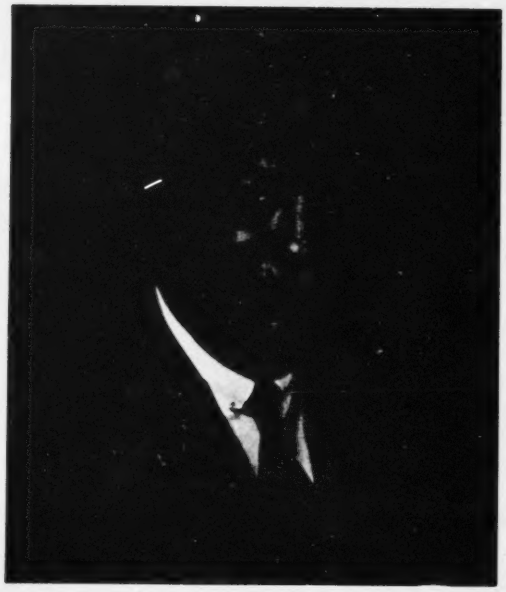
5A

. . . To Insure Planned Diversity

"During the next ten years the people of Florida must be prepared to expand the size of the faculties and facilities of the state universities to provide for enrollments more than three times existing enrollments. They must also be prepared to broaden the variety, improve the quality, and increase the efficiency of higher education.

"In order to make the wisest investment of the state's resources, it is essential that there be developed and regularly reviewed a master plan which will chart the course of higher education for the next ten years. Procedures for strengthening essential programs, for eliminating unnecessary duplication and waste, and for predicting future needs must be continually evaluated to determine their effectiveness."

Chester H. Ferguson
Board Chairman (1966)
(Dr. Wayne McCall, Vice Chairman 1965-67)
(Henry Kramer, Vice Chariman 1968)



The original design of Florida's State University System was simplicity itself. There was a university for white males, a college for white females, and a normal school created principally to train Negro teachers for the state's segregated schools.

This system served as the basis for higher education in Florida for 40 years following passage of the Buckman Act in 1905. Academic programs and services were assigned on the basis of sex and race.

In this way it made sense for the University of Florida to have programs in agriculture, business, engineering and law. Florida State University developed from a college which was strong in home economics, the humanities, and social welfare. Florida A & M University confined its disciplines to careers which were open by custom to members of the Negro race.

Then, following World War II, changes in society made this simple framework increasingly awkward. Enrollment pressures strained each institution to capacity. Married students arrived on campus. Male and female roles became less pronounced. Racial barriers began to crumble.

Florida began its response to this pressure in 1947 by making both the University of Florida and Florida State University coeducational. Soon they began to rival one another in growth, in diversity of academic programs, and in competition for new funds and facilities.

Then in 1955 a statewide system of community junior colleges assumed major responsibility for instruction at the freshman and sophomore level. A new type of student was drawn to these institutions, one which was bound to his or her home community by job, family responsibilities, or level of income. Once completing two years of college in this manner, many of these students sought more advanced instruction within commuting distance of their homes.

Shortly thereafter, racial integration began ending the South's traditional pattern of dualism in education. There was no longer any logic in maintaining Florida A & M University solely to serve the state's black population.

Such changes demonstrated the complete inadequacy of Florida's old three-university system. Urban areas began to compete in the Florida Legislature for new degree-granting institutions. One was authorized for the Tampa Bay area. A second was designated for the populous coastal area of Southeast Florida. Rather than relieving the demand for new institutions, the competition intensified. Every major city in Florida wanted a state university of its own and was applying political pressure to get one.

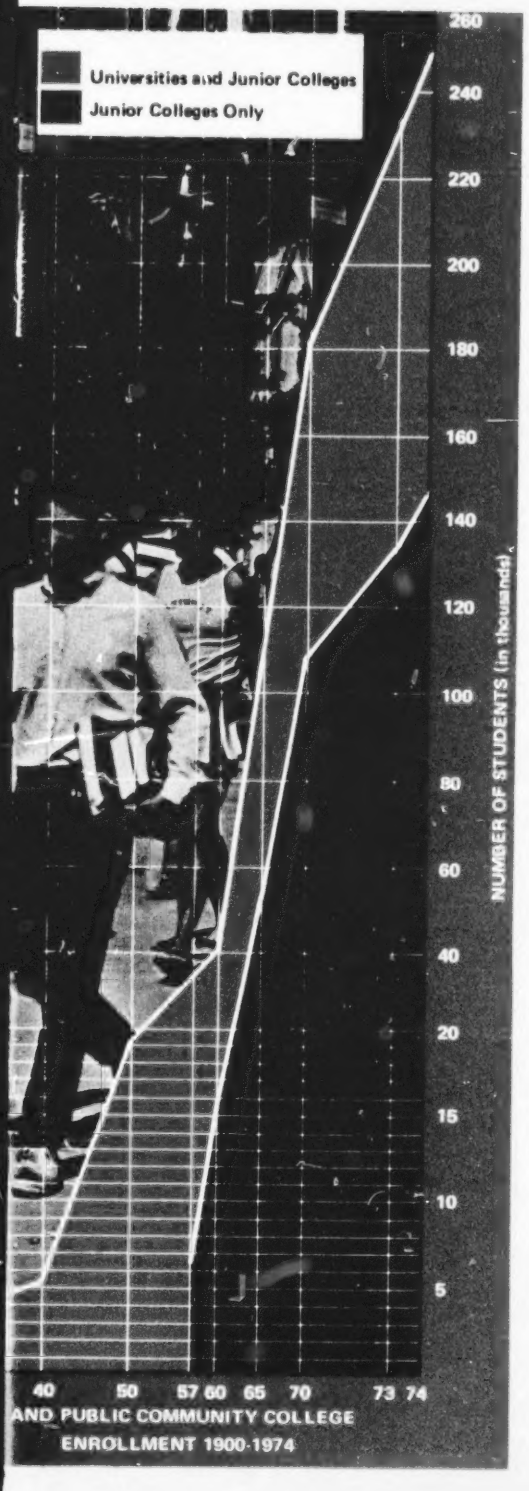
By the time Florida's nine-member Board of Regents was created in 1965, there were five universities in operation and two more on the drawing boards. Each institution was competing avidly for new academic programs, and no master plan existed to provide guidance for allocating them. The State University System was growing increasingly complex, and a number of hard questions needed answering.

How many degree-granting institutions could Florida support? Should each new university rival the state's existing major universities in size and comprehensiveness? Should there be one showplace university of national eminence within the system? Should programs of excellence be divided among each university in the system? Should Florida create a tier of state colleges between its public universities and community colleges? Should all freshman and sophomore instruction be assumed by the community colleges?

Some of these questions were resolved by the Board in its initial deliberations. Others were worked out through comprehensive planning during its first 10 years of existence. The Board addressed itself to each of these questions during the decade, but some of them remained as a basis for controversy at the end of the 1965-74 era.

As it dealt with such issues, the Board expanded its capacity to deal with additional ones. Through the decade it secured additional statutory authority to govern the universities without political interference. It stripped its agendas of time-consuming trivia. It supplied the central office of the Chancellor with modern management tools for planning and analysis so it could base its decisions on factual information.

By the end of the 1965-74 decade problems had not receded, but solutions did not arise indiscriminately or as a result of political pressure. As change occurred, it was change by design.



"The existing universities have expanded greatly, and four new universities have been created—two already in operation, the third to open this month, and the fourth to begin operation in September, 1968. Four campuses have been obtained, each of more than 1,000 acres, at no cost to the state. A continuing education program designed to serve the citizens of Florida more adequately has been initiated.

" . . . with passage of important legislation in the 1967 Session of the Legislature, a State University System has become a full reality, thus bringing to fruition the objectives we set many years ago. I am proud of the progress which Florida has made in higher education. "

J. B. Culpepper
Chancellor (1967)

Need for New Master Plan

The new Board of Regents began learning its role amid monthly requests from the state universities for authority to establish new academic programs. Many of them required high cost instruction at the graduate or professional school level. By the time such requests reached the Board's Curriculum Committee, they were the products of months of work. In some cases constituent groups which would benefit from the programs had rallied to their support. Under such conditions, its was difficult for the Board to refuse.

One of the first objectives of the Board was to have a new master plan for the State University System which could guide it in making such decisions. It needed an objective reference to help it decide what programs were appropriate for each institution.

An old 1955 master plan had been implemented in its entirety. Role and Scope studies of Florida's established institutions were completed in 1960 prior to establishment of the new wave of universities.

The principal mechanism for coordinating the universities under the old Board of Control was the Council of University Presidents. The first attempt at developing a master plan was turned over to the Council, but the results proved unsatisfactory and the Regents never accepted the Council's recommendations.

The successes attained by the Council of Presidents in coordination could not be matched in long-range planning. Institutional aspirations did not lead to compromise. The decisions which go with assigning a role to one institution and denying it to another could not bring about agreement among the presidents. Nor could the fate of one institution be left to the majority vote of others.

Under such circumstances the tempting compromise was to allow each institution to inaugurate its desired academic programs. If this was clearly not possible, an institution might agree to forego one program for the certainty of getting another.

Rather than rely on such institutional truce-making, the Board finally turned to Chancellor J. Broward Culpepper for a new master plan. The Chancellor had begun his service as chief executive office for the State University System in 1954 at a time when its earlier master plan was being formulated. Much of his service had been dedicated to bringing its recommendations into fruition.

Sensing the value of this beginning-to-end experience in planning, Culpepper decided to resign in 1967 a few years short of retirement so that his successor could be chosen at the beginning of the long-range planning process. In this way the new Chancellor would have the same opportunity to implement any master plan which he helped devise.

STATE UNIVERSITY SYSTEM MAIN CAMPUSES

Florida A & M University, Tallahassee
Florida Atlantic University, Boca Raton
Florida International University, Miami
Florida State University, Tallahassee
Florida Technological University, Orlando
University of Florida, Gainesville
University of North Florida, Jacksonville
University of South Florida, Tampa
University of West Florida, Pensacola

BRANCH CAMPUS

University of South Florida, St. Petersburg

STATE UNIVERSITY SYSTEM OFF-CAMPUS CENTERS

Florida Atlantic University
Fort Pierce Center
Florida Atlantic University
Fort Lauderdale Center
Florida Atlantic University
West Palm Beach Center
Florida Technological University
Brevard Center, Cocoa
Florida Technological University
Cape Canaveral Center
Florida Technological University
Daytona Beach Center
Florida Technological University
South Orlando Center
University of North Florida
Jacksonville Center
University of West Florida
Fort Walton Center
University of West Florida
Panama City Center
University of South Florida
Fort Myers Center
University of South Florida
Sarasota Center
Florida International University
Homestead Center

Institute of Food and Agricultural Sciences
UNIVERSITY OF FLORIDA

AGRICULTURAL RESEARCH AND EDUCATION CENTERS

Belle Glade
Bradenton
Homestead
Lake Alfred
Quincy
Sanford

AGRICULTURAL RESEARCH CENTERS

Apopka
Brooksville
Dover
Ft. Lauderdale
Ft. Pierce
Hastings
Immokalee
Jay
Lakeland
Leesburg
Live Oak
Marianna
Monticello
Ona

Development of CODE

When Chancellor Robert Mautz assumed office on March 18, 1968, an urgent planning need stood in the way of developing a comprehensive long-range plan. The Board had completed feasibility studies for two new institutions in Miami and Jacksonville one year earlier, and the Florida Legislature had appropriated funds to plan them and construct their initial buildings.

The Chancellor turned to his own staff to develop the role of these new universities, rather than relying on outside consultants as had been Florida's practice in the past. Both plans followed a similar format. The characteristics and educational needs of the regions served by these institutions were analyzed. The resulting data served as the basis for a number of planning assumptions. These, in turn, were converted into an outline for curricula, projected enrollments, and estimates of staffing and space needs through 1980.

Once these projects were completed, the Regents' staff was able to apply the same planning processes to the larger effort — the COmprehensive DEvelopment Plan (CODE) of the State University System of Florida.

The 1969 CODE was completed at a time when the greatest proportion of high school graduates in history were choosing to go on to college. A steady reversal of that trend beginning the next year made its long-range enrollment projections unduly expansive — and correspondingly, expensive.

The master plan was also drafted at a time when the nation was beginning to realize that "university sprawl" could be as disastrous as the creeping urban sprawl which was recognized as a major threat to the nation's cities. It therefore addressed itself to procedures which could be used to restrict growth of costly programs as well as guide the further development of the State University System.

CODE established two basic principles which would guide the Regents in future decisions about academic programs at the state's nine universities:

First, University of Florida and Florida State University would serve as centers for advanced graduate and professional studies. These institutions already had comprehensive graduate programs in place, and there would be no attempt to duplicate these expensive offerings elsewhere in the system.

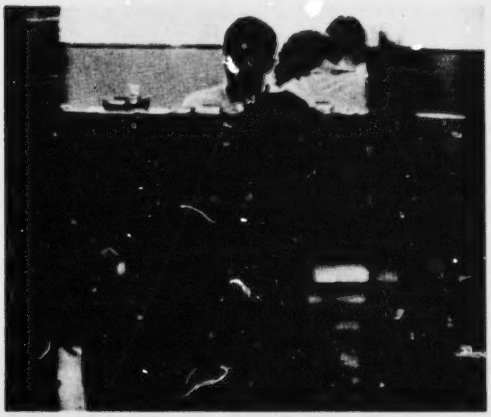
Second, each university in the system would be permitted to excel in academic disciplines particular to its designated mission within the state. CODE spelled out areas of emphasis for each institution. Generally, these resulted from a logical extension of internal resources which the universities already possessed or of external support available to them in the regions which they served.

CODE envisioned no more universities than the nine already authorized. Any expansion of degree programs to additional cities would come through off-campus centers and branch campuses of existing universities.

As the system's oldest and largest urban university, the University of South Florida was seen as developing over the next 10 years those advanced graduate and professional programs which were oriented to the urban environment.

Collectively, the State University System would provide educational opportunities in the broad range of disciplines needed by Florida's citizens. Individually, no institution would be able to offer programs in all disciplines at all levels.

The principles outlined in CODE resolved some of the problems which confronted the Regents in the area of planning. It protected the state's established universities from potential erosion of their strong academic programs by politically-based decisions. Since legislative reapportionment in 1967, the vast majority of legislators was drawn from populous cities served by the newer universities. At the same time, Florida avoided a two-tiered system of universities in which newer institutions would be assigned a secondary status in all disciplines.



Follow-up Professional Studies

Following the development of Code there were several studies conducted to project more adequately the need for trained professionals in such fields as engineering, criminal justice, architecture and law.

In the past Florida had relied upon outside consultants to conduct such studies, but by the 1970's the competency of the Board of Regents' staff had developed sufficiently to direct such studies using personnel available within the state.

Personnel from the Chancellor's officer were augmented by representatives from the fields involved in the studies and their respective professional associations. Faculty members from the pertinent disciplines within the State University System and from other educational institutions in Florida participated. Only in the case of engineering did an outside consultant serve as the study's director.

The format of each study was basically the same. There was an analysis of the number of trained professionals graduating each year from Florida's public and private universities. There was an accompanying assessment of the number of professionals migrating to Florida from other states. These two sources of supply were then matched against the needs for such professionals projected by their potential employers in the state.

In engineering, a need for graduate level opportunities existed, particularly those which could be pursued by working professionals on a part-time basis. In criminal justice, on the other hand, there was no pressing need for expanding graduate-level opportunities. The study found a need did exist for expanded undergraduate programs throughout the state.

The sole building recognizing distinguished service by a Regent.

The study of educational needs in the legal profession demonstrated that the most expensive alternative for producing more lawyers would be establishment of an additional law school. There was evidence that out-of-state lawyers were passing the Florida Bar exam in sufficient numbers to meet the demand. In addition, some law schools elsewhere in the nation were increasing the number of their graduates by developing acceleration mechanisms in their curricula. Either option was less costly than a third law school in the State University System.

Migration to Florida had not proven so satisfactory for architects. The experience was for such architects to seek licensing in the state but to maintain their principal offices elsewhere. For this reason, the study recommended increasing the state's resident architects through establishment of another state university program. This recommendation led the Board of Regents to place an architectural school at Florida A & M University when it desired a new program there which would be in high demand by students of all races.

Planning for Economy

CODE's 1980 projections forecast a staggering $1 billion operating budget for the State University System, including an increase from the state's general revenue from $118.5 million in 1968 to $723 million in 1980. These sobering figures, coupled with other factors which led to re-evaluation of the needs of higher education in the 1970's, contributed to a new mood in Florida.

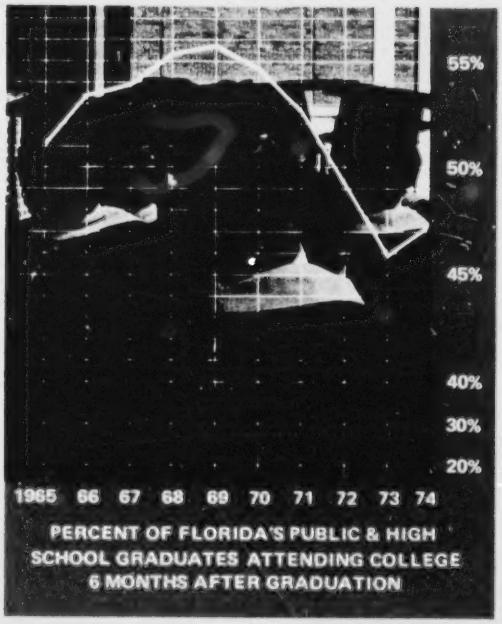
Prior to 1969 the principal concerns of the State University System had been adequately planning for growth. New campuses were mapped out. New presidents were selected. Millions of dollars in new building funds were allocated. As Florida entered the 1970's, increased attention would be given to making maximum utilization of each dollar spent for higher education.

As a result of lower enrollments and lower per-pupil expenditures than those projected in CODE, the budgets it envisioned have proven unrealistically high. The magnitude of the projection helped bring a sobering sense of the necessity for less expansive dreams.

Florida had made some major innovations in the 1960's which helped keep down the accelerating cost of higher education. It had pioneered in the establishment of upper level universities when Florida Atlantic University opened in 1964. Since that time it has created three more such institutions — University of West Florida, Florida International University, and University of North Florida — which rely principally upon graduates of the state's 28 community colleges.

Also, objective criteria were developed in the 1960's for determining the space needs and operating costs of the institutions within the system as a means of making an equitable distribution of available funds. These criteria became more sophisticated during the 1965-74 decade, virtually eliminating inequities in institutional funding which the Board of Regents had inherited.

Planning became more closely tied to budgeting in 1969 when the Florida Legislature adopted a Planning-Programming-Budget System (PPBS). This system gave both the universities and review authorities a chance to match the projected benefits of each educational program against its anticipated costs. Since PPBS is based upon six-year projections, it became impossible to secure authority for a new program based on modest start-up costs and then accelerate its costs at unanticipated levels in subsequent years.



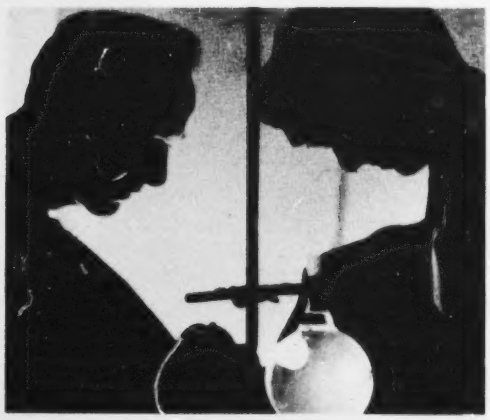
The Legislature followed PPBS budgeting with lump sum allocations to the Board of Regents for both operating budgets and capital outlay funding for Florida's nine universities. Freed from the old "line item" system of inflexible budget allocations to each institution, both the Board and the institutions gained added flexibility to use their funds in ways which matched their priorities.

Planning for Quality

The massive growth in Florida's State University System led to developments which were easy to demonstrate in quantitative fashion, but the Board of Regents also addressed itself to the goal of developing quality programs at each of the state institutions.

Of prime concern to the Board was a policy that no university be relegated to second class status because of funding inequities. In accordance with this principle, funding formulae were developed to insure that comparable funds were provided comparable programs regardless of where they were offered.

Funds for faculty salaries were based on identical student work-load units for each level of teaching in each discipline. If two universities had 100 full-time-equivalent students in beginning chemistry courses, they would receive the same funding from the Board of Regents.



Since the universities were not forced to budget according to such allocations, it was possible for each institution to strengthen a high priority program by making economies elsewhere. One university might choose to staff its chemistry laboratories with full-time faculty while another might use graduate assistants. The result of nine different universities making such choices produced diversity within the total system.

The principal control exercised by the Regents was upon those degree programs which were expensive to maintain. By the end of the 1965-74 decade, there were only two universities offering medicine in the system, one offering dentistry, two offering law, two offering architecture, and four providing different specialties within the field of engineering.

While a system of equity was built into the funding allocations as a whole, the Board of Regents also made provision for development of special centers of excellence within its nine universities.

The concept of singling out certain academic programs for excellence began in Florida in the 1960's when the National Science Foundation provided multi-million dollar development grants to strengthen departments in the physical sciences at University of Florida and Florida State University. The Florida Legislature had continued this commitment to these departments after the federal funds subsided.

Florida began its own plan for developing "programs of distinction" in 1974 when the Florida Legislature appropriated $285,274 for the first five of such programs. In 1975 the Regents designated 18 more as future recipients of such funding supplements over a five-year period.

Each university receiving such an award was expected to allocate its own funding in such a way that it gave high priority to the designated disciplines. The staff of the Chancellor's office screened each university's nominations for such programs to insure that they were in harmony with the institution's role under the CODE master plan and that they added a new dimension to the total scope of the State University System — a system designed to insure both quality and diversity.

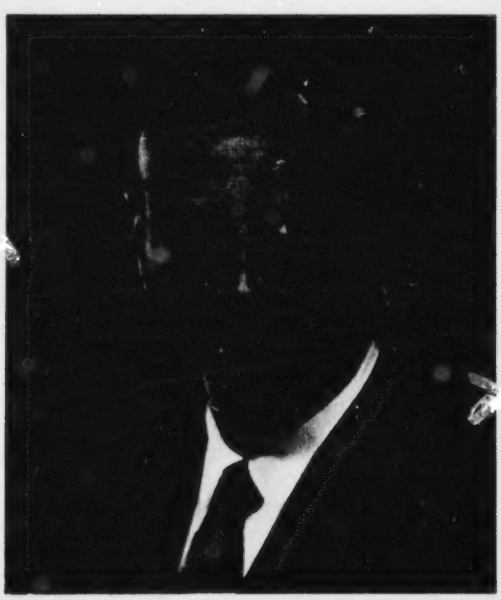
STATE UNIVERSITY SYSTEM PROGRAMS OF DISTINCTION

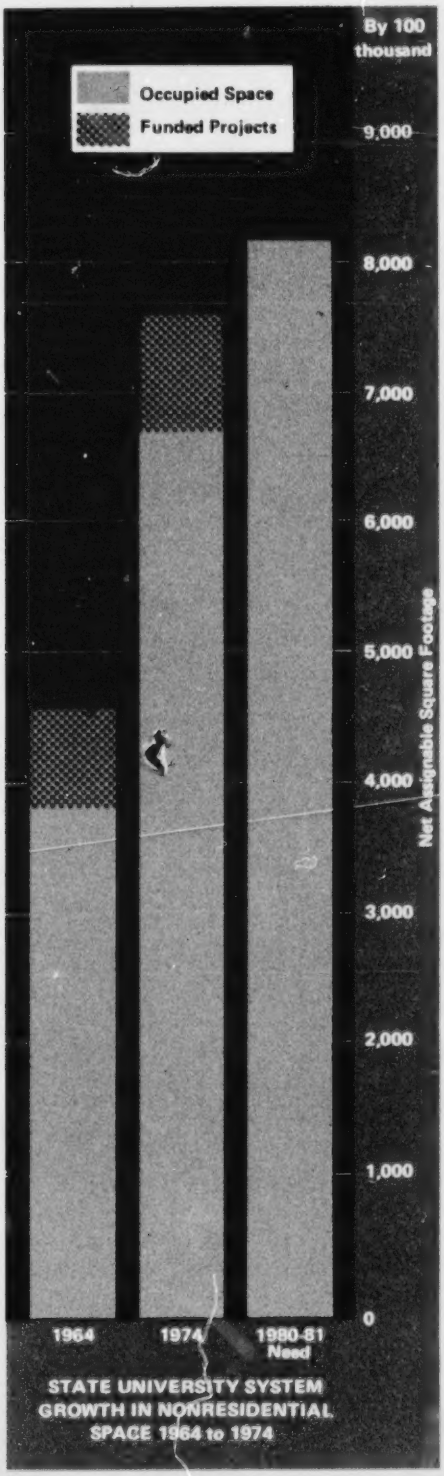
Florida A & M University	
Human Resource Management	1975-76
Career Education	1977-78
Florida Atlantic University	
Ocean Engineering	1974-75
Exceptional Child Education	1976-77
Florida International University	
Hotel and Food Service Management	1974-75
Comparative International Business Management	1976-77
Florida State University	
Design and Management of Post-Secondary Education	1976-77
Nuclear Science	1977-78
Criminology	1978-79
Music	1979-80
Florida Technological University	
Computer Science	1975-76
Limnology (Lake Ecology)	1977-78
University of Florida	
Biomedical Engineering	1974-75
Behavioral Neuroscience	1976-77
Food Economics and Marketing	1978-79
Thermonuclear Fusion	1979-80
University of North Florida	
Transportation and Logistics	1974-75
Banking and Insurance	1976-77
University of South Florida	
Urban Community Psychology and Gerontology	1974-75
Urban Water Resources	1976-77
Urban Anthrpology	1978-79
University of West Florida	
Estuarian Biology	1975-76
City and County Management	1977-78

Expand & Improve Educational Opportunities

"Some changes in higher education can and should be accomplished; others can but should not be. Our actions are designed to maintain quality in all our programs, to train leaders for the state and to provide diversity of opportunity. That which has been painfully built up over decades and founded upon man's historical experiences should not be thoughtlessly changed or discarded any more than it should be heedlessly extended and duplicated. We hope that a course of action has been charted which will permit us to walk that fine line of providing multiple, diverse, but quality educational opportunities for the broad strata of citizens of Florida, mindful that the monies available for this purpose are limited and that society demands that expenditures relate to resulting benefits."

Robert B. Mautz
Chancellor (1971)





STATE UNIVERSITY SYSTEM GROWTH IN NONRESIDENTIAL SPACE 1964 to 1974

The dual challenge of expanding and improving higher education in Florida required prompt action on the part of the Board of Regents when it first met in 1965.

Relentless enrollment pressures dictated rapid growth. The Board opened four new universities in its first seven years. At the same time the state's five existing universities were doubling or tripling in size. The Florida system grew during the decade at the rate of 6,200 students each year, a figure which equalled the total number of students in a average size university in the nation.

In terms of quality, Florida could not call upon the strength of long-nurtured academic resources. In comparison with the distinguished universities of the nation, even the oldest of Florida's institutions were in their infancy. The state needed to upgrade the quality of its institutions with the same intensity that it accommodated the thousands of new students seeking admission.

Nor did the stresses of growth and strains imposed by quality build up gradually over the Board's first decade. They hit hardest at the outset. The State University System grew by 15 percent a year during the mid-1960's.

By the end of the decade the growth rate was subsiding, but shrinking state resources for higher education presented a challenge of equal magnitude. Inflation threatened to wipe out many of the advancements made in the 1960's.

Within 10 years the number of students attending Florida's degree granting institutions rose 125 percent. By the end of the decade the system comprised nine main campuses, a downtown branch campus in St. Petersburg, and 14 off-campus centers. Plans were underway for a second campus in Miami on the Interama site, and the Florida Legislature purchased the facilities of New College in Sarasota to serve as a new branch campus or off-campus center to be administered by the University of South Florida.

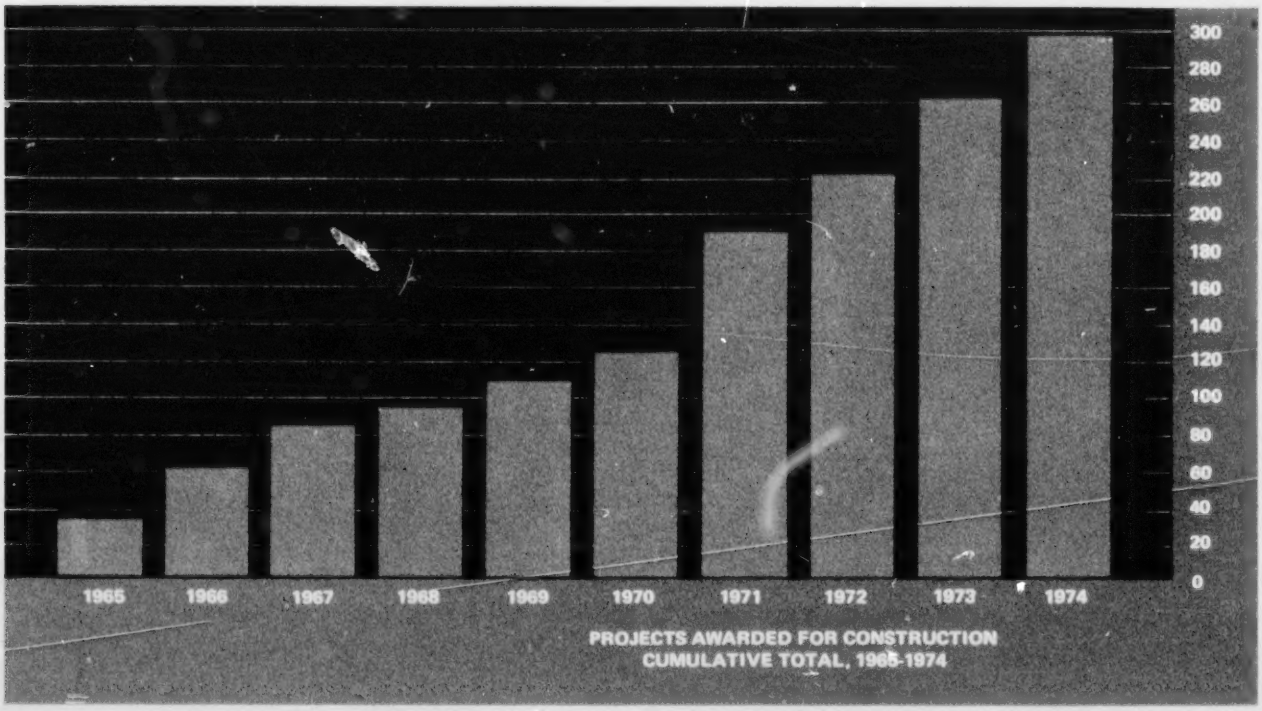
The goal of providing easy access to higher education for 95 percent of the state's population was becoming a reality.

While measures of quality were not as tangible as those of growth, Florida did make noteworthy achievements in this respect during the 1965-74 era. Its graduate departments rated significantly higher in evaluations conducted by the American Council on Education. Its faculty members won national recognition to a degree which was unparalleled in Florida's history.

Depressed faculty salaries were improved in the 1960's to the point that Florida's universities could search for new personnel in the national marketplace and a number of distinguished faculty members were attracted to the state.

The universities' annual budgets for contract research, awarded in nationwide competition, rose from approximately $12 million in 1965 to more than $65 million in 1974.

Many of the graduates of Florida's universities rose rapidly to positions of recognition and responsibility in their careers. National Merit Scholars and other outstanding high school graduates in the state were attracted to the state institutions rather than pursuing their education elsewhere. Minimum standards were established to enhance the quality of graduate students entering the State University System.



Creating New State Universities

By the time the Board of Regents assumed authority for governing its university system, several major decisions had been made in Florida to expand its old three-university pattern. The University of South Florida opened in Tampa in 1960. Florida Atlantic University at Boca Raton began accepting students in 1964. The same 1963 Legislature which created the Board authorized two more new institutions, one in the Pensacola area and one designated for East Central Florida.

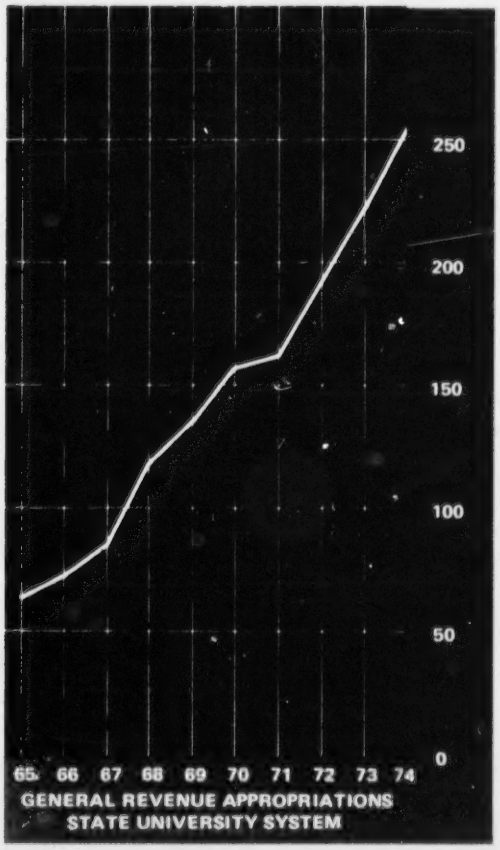
The new Board began its work in 1965 by asking the Legislature for planning authority for two more institutions, one in Dade County and one in Duval County. This would place universities in Miami and Jacksonville, the two most populous cities in the state.

The state's community college network was in its final stages of development, and four of the last five universities were created as upper level institutions for juniors, seniors and graduate students. Florida became the acknowledged national leader for this unique type of institution.

The only four-year university planned in Florida since 1960 was Florida Technological University in Orlando. Two factors contributed to this exception. Orlando did not have a well-established public community college at the time the new institution was authorized, a common antecedent of the four upper-level institutions. In addition, as its name implies, early plans for Florida Technological University envisioned specialized four-year curricula in science and technology to serve Central Florida's space-related industries which encircled the John F. Kennedy Space Center at Cape Canaveral.

While university expansion in the mid-1960's was the most rapid in Florida's history, the Board of Regents did not respond fully to the rosy expectations of that era. It acted to temper unchecked institutional expansion during the first ten years of its existence.

A 1963 planning document prepared by many of the state's leading educators in the fields of science and engineering, entitled Florida Space Era Education Study, recommended 10 or more degree-granting state colleges to supplement those universities which were either functioning or authorized at the time it was prepared. This two-tier structure of institutions was never implemented.



National Recognition for Quality

Some of the generally recognized criteria for excellence in higher education are as follows: Good physical facilities, renowned faculty which are attracted or retained in competition with other major national institutions, high standards for admission and retention of students, success in attracting competitive grants from the federal government and private funding sources, and a high level of state support for higher education.

During the 1965-74 decade Florida's universities advanced significantly in each of these areas with the possible exception of one — the level of state support for higher education. General revenue appropriated to the State University System rose from $63.7 million in 1965 to $253.2 million in 1974. This substantial increase was offset largely by rising enrollments and inflation.

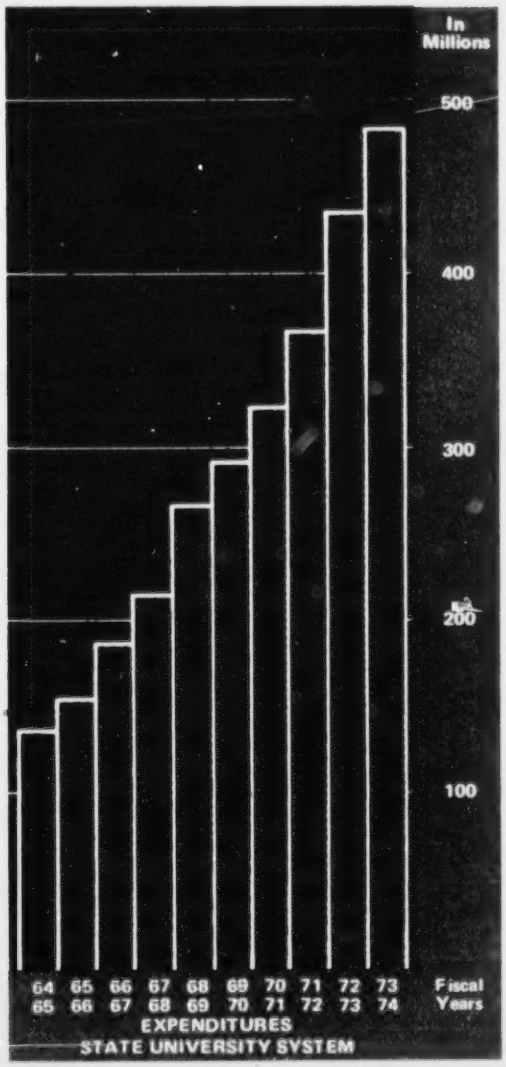
All of Florida's state services grew rapidly during the 1965-74 era. Other state obligations competed with higher education for a share of the state's general revenue and only early in the 1965-74 decade did the State University System receive an increased share of state funds.

In 1965 the Florida Legislature appropriated 11.6 percent of its general revenue to the State University System. That commitment to higher education rose to 13.2 percent of the state total in 1967, but then it declined. At the end of the decade, only 11 percent of the state's general revenue was going to its expanded nine-university system.

In other respects, Florida increased its degree of support for higher education throughout the decade. Three times since 1963 its citizens voted bonding authority to the state to provide funds for new or renovated university buildings. A portion of student fees was also pledged to redeem revenue certificates used to secure funds for new construction.

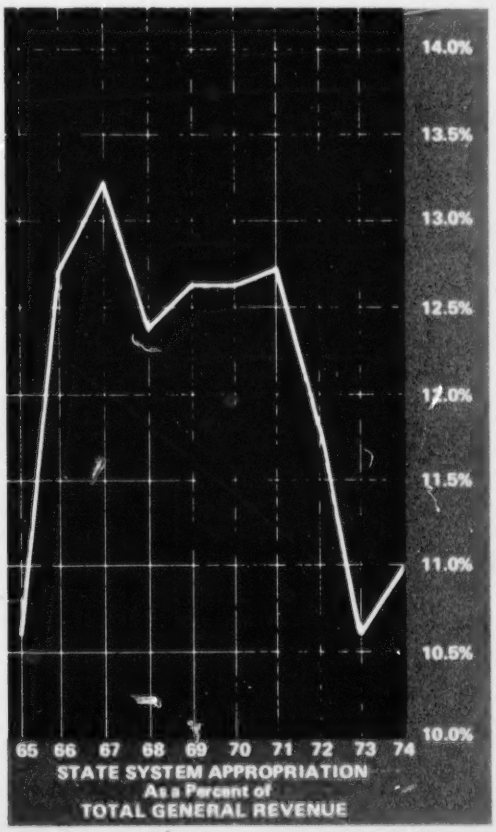
Matched with federal contributions and such user revenue as residence hall rentals, this bonding power provided virtually all of the $296 million devoted to new and renovated campus facilities during 1965-74. Only a small fraction of such capital outlay costs were met from state appropriations of general revenue.

Intangible evidence of the quality of programs in higher education is largely derived from national surveys which measure the reputation of university programs in the eyes of leaders within each discipline. On this basis, Florida made some notable strides during the 1965-74 decade but its achievements fell far short of its aspirations.



An assessment of the nation's graduate programs at the Ph.D. level by the American Council on Education in 1970 showed that several Florida graduate programs gained in reputation over the previous five years. On the other hand, a similar rating system to determine the prestigious professional schools in the nation in 1974 revealed that Florida did not rank among the leaders in 17 professional disciplines.

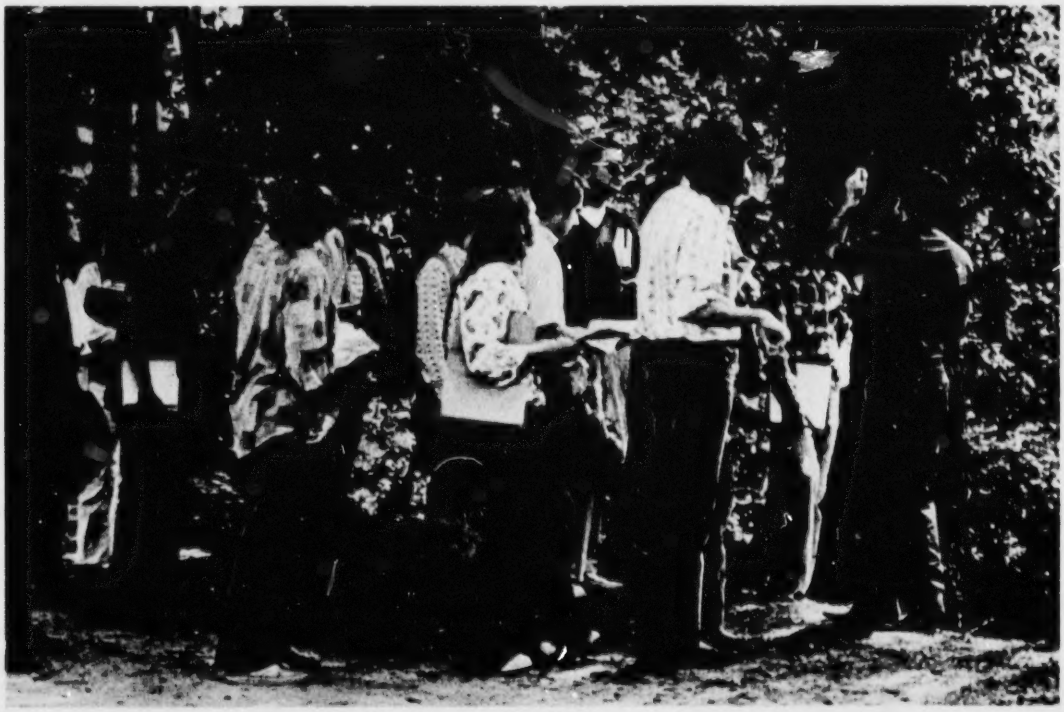
The American Council on Education assessment was compiled from the views of department heads at major institutions throughout the nation. There were approximately 6,000 in the survey.



In 1965 only 18 departments at the University of Florida and Florida State University received national ratings. At that time only one department was rated "distinguished or strong." Three were rated "good," and 14 were rated "adequate plus."

Florida and Texas were the only two of the nation's 10 largest states which did not have a professional school, either public or private, ranked among the top five of its kind in the nation. While many of the top professional schools were associated with the nation's elite private universities, the majority were at state universities. Within the South, North Carolina had three state programs ranked among the nation's leaders and Alabama had two.

Such reputation-based ratings are largely associated with academic programs of long standing. At Florida's newer universities there was also evidence of quality. Accreditation was granted their academic programs, generally in the shortest span permitted for evaluation. Many of these programs were cited for their innovativeness as well as their quality.



New Type of Students Served

Florida's University System began the decade serving primarily the needs of the conventional college student — the 18-22 aged youth who wished to spend four years on a university campus before seeking an adult role in society.

By the end of the decade there were significant opportunities for those who did not fit this traditional mold. The Board of Regents adopted policies which eliminated distinctions between on-campus and off-campus students. It changed its fee schedule to eliminate discrimination against part-time students. It adopted student aid programs which were designed to encourage broader attendance in the State University System of minority students and those from families with low incomes.

Changes in off-campus instruction reflect this pattern of increased access to university instruction. In 1965 the State University System was offering approximately 675 courses a year in off-campus locations. Most of them were in cities which would later be served by their own universities. The educational needs these courses served were met by the new universities' regular night courses.

Rather than diminish the need for off-campus courses, the new universities have expanded such opportunities. By 1974 there were more than 1,500 such courses provided in 56 of Florida's 67 counties. Access to university courses was extended to a broad segment of Florida's moderately-sized counties.

Full degree sequences were provided away from their main campuses by seven universities. No longer did the off-campus student receive "extension credit," which was of limited value in degree programs. Universities were instructed by the Board of Regents to offer no courses off-campus which did not match the quality of on-campus instruction.

Accompanying this change was a new fee structure developed in 1974 which ended discrimination against the part-time student. In the past part-time students paid more for each credit hour of instruction than full-time students, but the new fee schedule placed all fees on a per-credit-hour basis.

As a result of such changes, 34 percent of the State University System's graduate students in 1974 took eight hours of course work or less. More than 17 percent of its undergraduate students also met this part-time criteria.

At Florida International University 53 percent of the student body enrolled on a part-time basis. More than half of its students said they had full-time jobs.

The number of older students at the universities grew accordingly. At the University of North Florida the average age of the student body was 30. New academic programs began to address themselves to the needs of persons seeking mid-career enhancement or greater personal development. There were 100,000 students in noncredit programs designed for such educational objectives.

Independent study options paralleled this development. The State University System had a long history of offering correspondence study courses, but they did not contribute significantly to a degree program.

In 1968 the University of South Florida became the first university in the Southeast to offer an adult-oriented degree, the Bachelor of Independent Studies. In 1974 there were 112 students enrolled in this program.

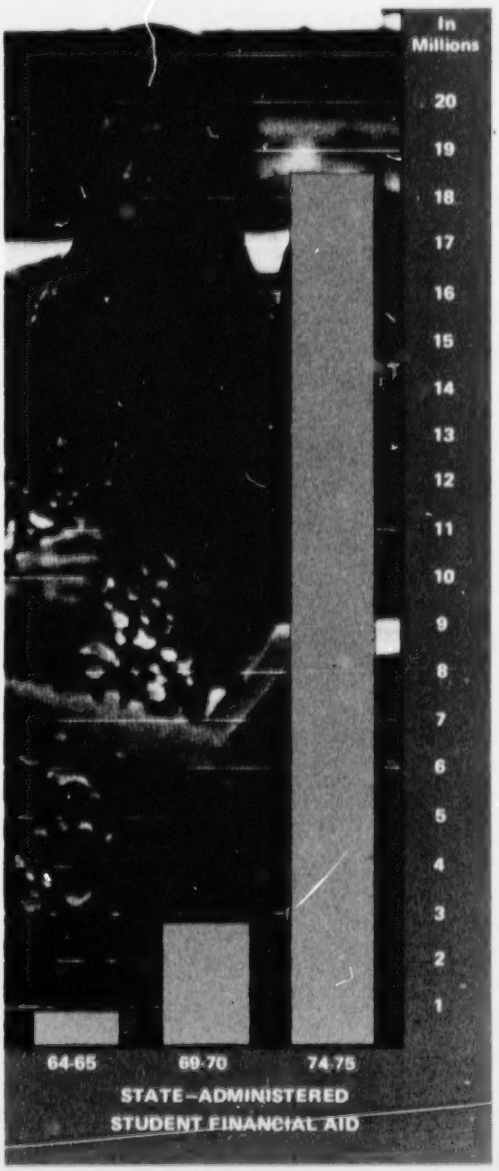
When Florida International University opened in 1972, it was granted the opportunity to develop an External Degree Program for the State University System. Students could earn credit through a number of options, none of them requiring attendance on the FIU campus. By 1974 there were 124 graduates of this program, and another 145 were enrolled in it. This degree completed the concept of a state-wide campus.

While university costs spiraled during the 1965-74 decade, qualified students without necessary funds had opportunities for scholarships, loans and work opportunities to help finance their education. More than half of the students at the University of Florida received some form of university-administered aid in 1974.

By the end of the decade there was $18.5 million in state-administered student aid available to students each year, largely to provide educational opportunity for students from low income families. This included $4.8 million in Florida Student Assistance Grants, an additional $9.5 million through the Florida Insured Student Loan Program, and $1.2 million administered by the Board of Regents through the Student Financial Aid Fee paid by students.

Racial integration on Florida's campuses was nominal in 1965. A student's race largely determined where he or she would go to college. By 1974 there were more blacks enrolled at predominantly white universities than at Florida A & M University. Minority enrollment at the eight predominantly white universities was 5 percent; at Florida A & M non-black enrollment was 9.5 percent.

All of these developments during the 1965-74 decade granted opportunities to students who were having difficulty in gaining access to the State University System in prior years.

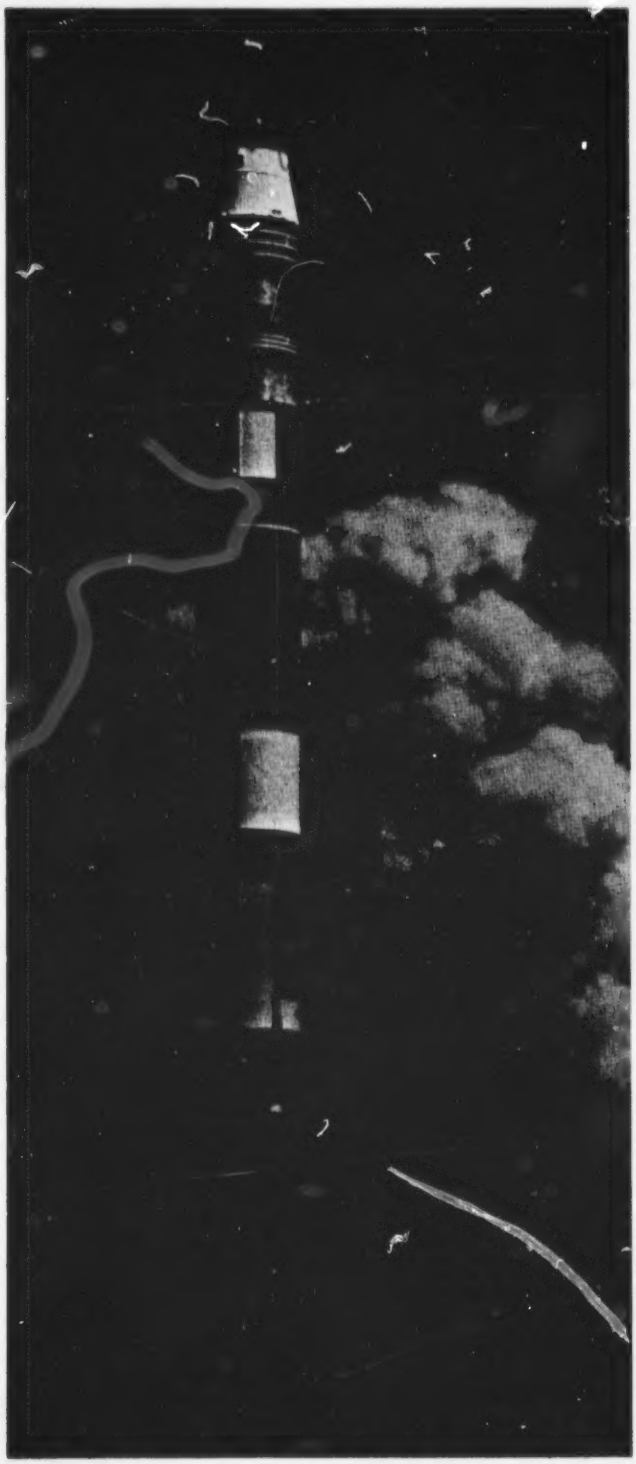


. . . To Respond To Emerging Needs

"In a period of change, in a period of reexamination and reform, it is imperative that this Board exercise its role as leader in the area of higher education in the State of Florida . . .

"The agenda for today and the agendas for the future will have less detail than any since the Board and its predecessors were founded in 1905. In an age that demands that higher education be given direction and leadership, it is appropriate that this Board now devote its time to the discharge of that obligation."

J. J. Daniel
Board Chairman (1972)
(Marshall Criser, Vice Chairman 1972-73)



The Board of Regents was created at the crest of the "Space Era" in Florida. It was a time when leaders in government and industry showed great concern for expanding educational opportunities which would both attract and meet the need of the state's new technological industries.

Representative of the thought of this era was the 1963 "Florida Space Era Education Study," which was prepared by a committee of eminent science and engineering educators as an assessment of Florida's educational needs.

This panel of educators found Florida to be deficient in opportunities for advanced undergraduate and graduate education. This report called for urgent action by the Florida Legislature to remedy this deficiency, seeing this correction as a logical extension of two earlier thrusts by the state's lawmakers.

Immediately following World War II, the Legislature expanded the state's commitment to primary and secondary education to the point that Florida's public schools were receiving a larger share of the state's per capita personal income than the national average.

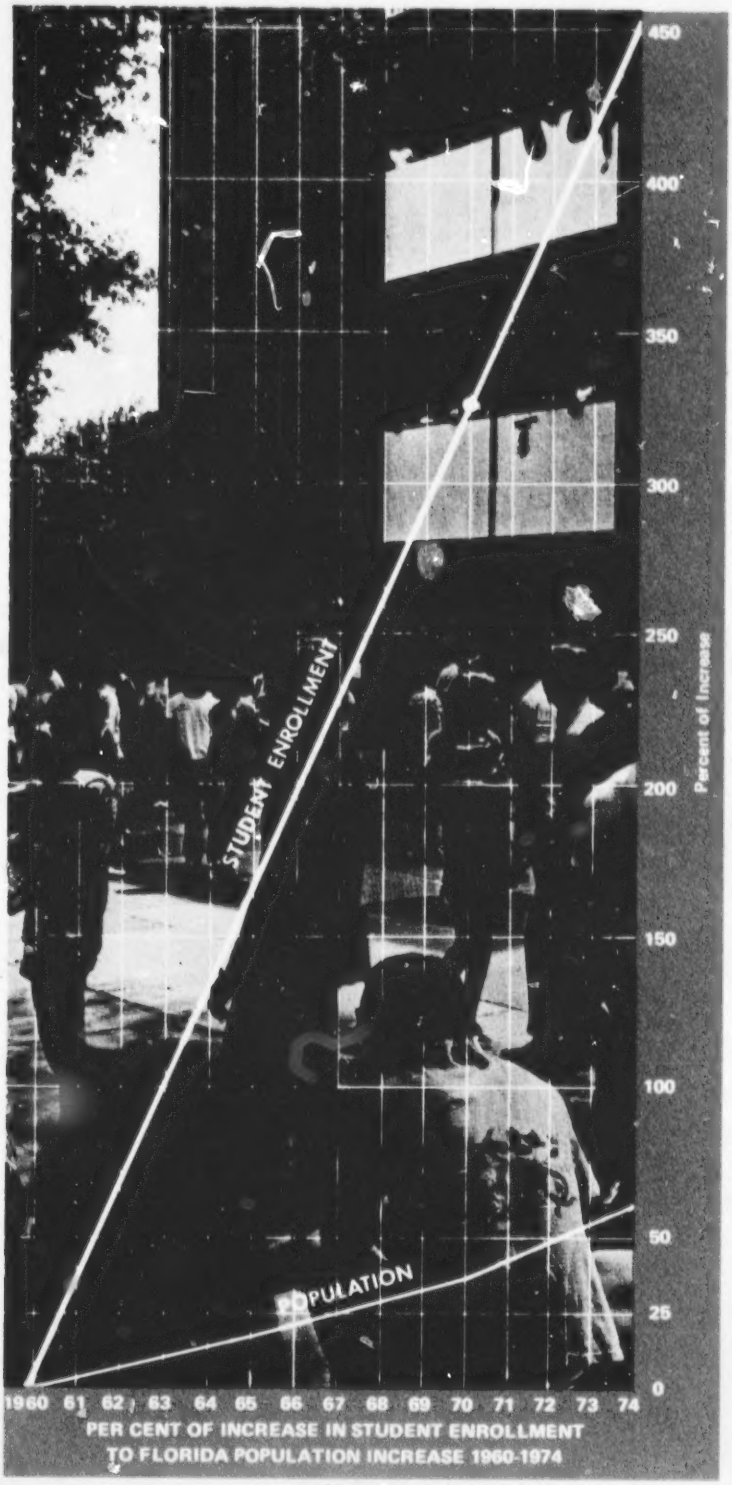
In 1955 the state made a similar commitment to its network of community colleges, and by 1963 Florida was exerting national leadership in this type of institution.

Only in higher education at the advanced levels and in university research was Florida lagging, the educators declared. They contended that this was the area in which the state could get the most for its resources in terms of attracting new industries and highly skilled professionals which would serve as the basis for its further economic development.

The committee recommended strengthening graduate programs at University of Florida and Florida State University, rapid expansion of the University of South Florida and Florida Atlantic University into major graduate institutions, and creation of a new state university in East Central Florida. It also recommended a state college for the Pensacola area, the first of 10 such colleges it envisioned for the state.

The Space Era Study talked enthusiastically of Florida's growth and of the prosperity which such growth would ultimately produce.

"Florida's position as the state with the most rapidly growing population, achieved largely by in-migration of families, is a resource of inestimable value," it said. "School-age children and college-age youth are in the 1960's increasing more rapidly percentagewise than is the total population of the state, giving the promise of a future of unprecedented progress through the cultivation of such a vast store of potential brainpower."



The California Model

In the early 1960's many commentators compared Florida's population growth with that of California two decades earlier. Since by the 1960's California had reached the zenith in national size and prosperity, the comparison was attractive.

Florida's "Space Era Education Study" focused on the California formula, as expressed by Governor Pat Brown, as the way to prosperity in this state.

First, Brown said, a state should attract the nation's top scholars and researchers of Nobel Prize caliber by developing a system of distinguished universities.

Second, these illustrious scholars will attract millions in governmental research and development contracts.

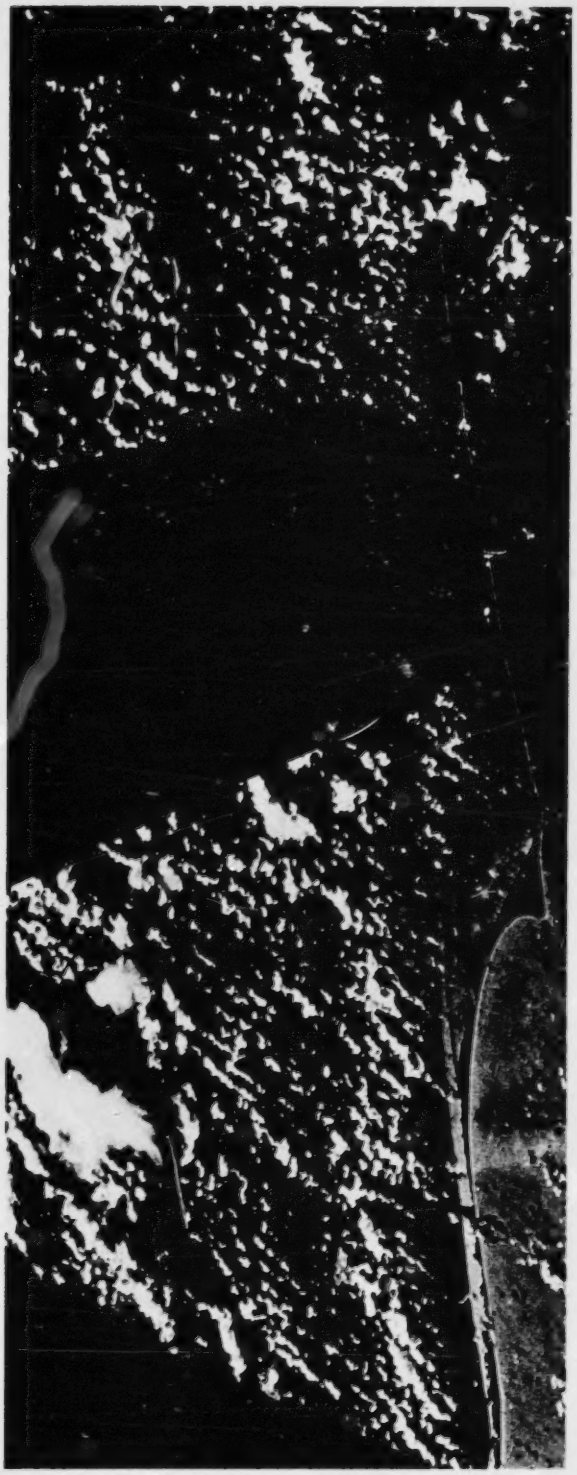
Third, the new wave of advanced technology industries will be drawn to these centers of scientific discovery and educational ferment, thus creating payrolls and service industries which will produce general prosperity for the state.

Florida's Board of Regents was created at a time when the state was making a serious commitment to follow this formula.

Armed with the bonding power granted by the voters in 1963, the state universities launched a $130 million building program during 1964-66. Money from state bonds was coupled with additional millions from the federal government, particularly to support building in science and engineering.

Federal research grants began to flow into the State University System. More than $10 million in a succession of Science Development Grants strengthened numerous departments at the University of Florida and Florida State University.

Florida increased the proportion of its general revenue going to higher education during this period, and one of the chief beneficiaries was graduate education and research at its state universities.



Early in the 1960's scientists had promised developments of "almost fantastic character" to follow the massive man-on-the-moon effort at Cape Canaveral's Kennedy Space Center. They never came. Instead, the horizon was darkened by a dogged, unending war in Viet Nam. At home there were urban riots and student unrest. The nation's troubles were magnified in California, and no longer did it serve as an appealing model for state development.

By the time the 1970's arrived, Florida's accelerated growth rate was viewed as contributing more to the state's problems than to its payrolls. The Legislature began to look askance at high-cost graduate education and research as it sought to squeeze more state services out of the state's limited resources.

The Board of Regents through CODE, its comprehensive development plan, and other academic control mechanisms was seeking to halt indiscriminate growth in the State University System. The mission of the State University System was sharpened to serve directly the educational needs of the state, and no longer were the universities seriously considered as a means of attracting new industry to Florida.

New Goals for the Universities

Since rapid development in Florida seemed to create more problems than it did prosperity, the Board of Regents assumed its planning role at a time when new goals were sought for the state universities. Rather than serve as stationary magnets for new industries, the universities needed to aggressively pursue policies which would help Florida's residents confront the new problems which they were facing.

National concern over the job market by students in the 1970's led the Board of Regents to strengthen career education. The Board called upon the universities to blend academic advisement and career counseling.

Academic advisement was broadened so the counselor looked beyond his department's curriculum in guiding students. Career placement officers conducted programs for students throughout their academic careers. No longer did they confine their roles solely to job placement at the time of graduation.

All of the state universities developed programs of cooperative education. In such programs students alternated between job and classroom, gaining academic credit for work experiences which were related to their area of academic study.

In meeting some specific educational needs of the state, representatives of the State University System worked with other state agencies and the Division of Community Colleges to develop programs in the fields of criminal justice, social work and social welfare. The first major grant received by Florida International University was a state contract to develop and operate a broad-range service program for migrant children.

In a similar move, Florida sought to apply the state's university resources more directly to problems faced by public school teachers through establishment of Teacher Education Centers. Rather than have teachers fulfill their in-service training requirements by returning to the classroom, the centers propelled university faculty and students into the community.

Education professors were asked to forego their conventional role as instructors and to become associates of the public school teachers in dealing with such problems as reading disabilities, school busing problems, and classroom disruptions, suspensions and expulsions.

In the area of university research, the attention of the state turned from alluring new technological industries to the historic problem-solving contributions of applied agriculture as a model for its state universities.

Virtually every segment of Florida agriculture had benefitted significantly from the research efforts of the Institute of Food and Agricultural Sciences of the University of Florida. In the 1970's, with urban problems besetting the state, a similar plan was sought to attack such problems as air and water pollution, beach erosion, energy shortages, depleted fresh water reserves, crime, and traffic congestion.

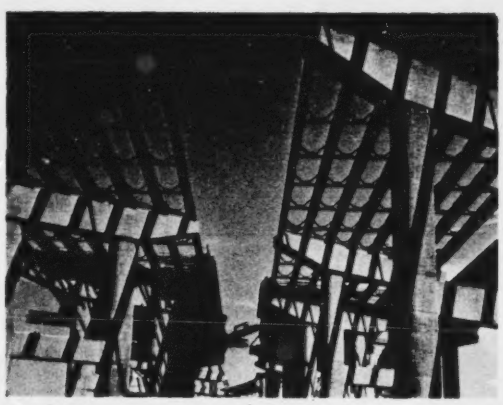
Florida's Legislature began to use the State University System's appropriations as a means of assuring that additional university resources would be directed towards solutions of such problems.

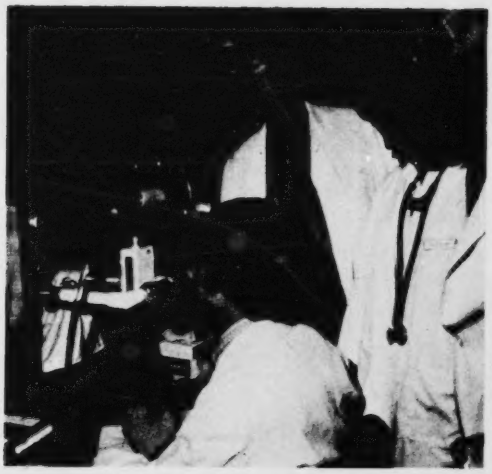
In 1973 it set aside one million dollars of research funds generated by the universities to be used for such projects. Representatives of the Senate, House of Representatives, and Department of Administration met with the Chancellor to establish the priorities of such research.

The following year $1.3 million was set aside for projects it designated and for a similar competition in state-related research. In 1974 there were 300 proposals, totaling $9 million, submitted by university researchers in conjunction with state agencies as a part of this competition.

Another $100,000 of university community services funds was designated in the 1974 budget for a similar program of competitive proposals.

The trend toward utilizing university resources to meet the pressing problems of the state grew substantially. By the end of the decade the Chancellor's office was developing a computerized roster of consulting skills available within the State University System for use by businesses and governmental units throughout the state.





Health Education Developments

In 1965 Florida was below the national average in the number of practicing physicians, dentists, pharmacists, nurses, allied health professionals, and veterinarians. By the end of the 1965-74 decade a survey of such health professional manpower needs showed that, with only minor exceptions, the State University System was well geared to the apparent needs for the rest of the decade.

During the decade the state opened its first College of Dentistry and laid the groundwork for the state's first College of Veterinary Medicine. It also greatly expanded its capabilities to meet the state's needs for training physicians.

The University of Florida was the only state university with a medical school in 1965, although the state provided subsidies for training additional physicians through the privately-operated University of Miami. The Legislature authorized a second state medical school in 1965, and it was placed at the University of South Florida.

The State University System moved in three directions to address itself to the shortage of physicians. The University of South Florida medical school was opened in 1971. The University of Florida completed a massive $46 million expansion of the J. Hillis Miller Health Center in 1974, and a preclinical medicine program started at Florida State University and Florida A & M University in 1971. In addition, the University of Miami was encouraged to expand its medical school program.

When full development of Florida's expanded medical program is realized, Florida will produce 425 new physicians each year. The University of Florida will provide full training for 100 medical students a year, plus clinical training for 50 "secured transfer" students from the Florida State- Florida A & M University program. The University of South Florida will ultimately graduate 125 physicians a year, and the University of Miami program will produce another 150.

While these training programs were being developed, there were changes in state law which affected the number of out-of-state physicians migrating into Florida. Prior to 1968 Florida had stringent exams for incoming physicians, including a basic science exam. Practicing physicians out of medical school for a few years found this exam prohibitive.

In recent years Florida dropped its basic science exam and extended its reciprocity agreements with other states. By the end of the 1965-74 decade there were 1,750 physicians a year migrating into the state, rapidly ending its long-standing physician shortage.

In response to this change, Florida's state medical schools have inaugurated curriculum changes to produce a greater share of the type of physician still in short supply in the state — primary care physicians. Each medical school sought to prepare at least half of its graduates for the fields of general practice, pediatrics or internal medicine. Admission committees also were seeking capable students who had expressed a willingness to practice in smaller communities in the state.

Inter-Institutional Cooperation

The Florida State-Florida A & M preclinical medical programs, which produce a fixed quota of "secured transfers" into the third year of the University of Florida College of Medicine, is an example of a growing number of cooperative programs developed by the State University System.

Florida's overseas programs are conducted in this fashion, including programs at London, England, and Florence, Italy, administered by Florida State University and at Utrecht, Netherlands, administered by the University of Florida.

In some instances faculty at one institution are granted courtesy appointments at another so that they can supervise doctoral candidates at a campus not authorized to award the degree. Although the student enrolls at the Ph.D.-granting institution, he or she may receive

training and conduct supervised research in a facet of the discipline which lends itself to study elsewhere in the system.

While most research projects are carried out within a single institution, there have been times during the decade when a coordinated State University System has been the key to advancing research interests.

The system's Growth Policy Planning Committee, composed of representatives from each of the state universities, presented recommendations to the 1974 Florida Legislature which were solicited from university faculty members throughout the state. An inter-institutional roster of resource persons was provided to the legislature for follow-up studies.

When the federal government launched its Sea Grant program in the 1960's, both the University of Florida and Florida State University desired to be a part of it. The two applicants seemed to cancel out one another, and federal officials delayed making an award to either one of them.

At the urging of the Chancellor's office, the two proposals were combined into a joint effort on behalf of the State University System. On this basis the universities received Sea Grant funding in 1971.

By 1975 six of the system's nine universities, plus one community college and two private universities, were joined as formal partners in the "Florida Sea Grant Program." Contributing a significant share of the matching funds required to secure $900,000 in federal funds were over a dozen state and local agencies, plus several local businesses.

Research activities conducted statewide under the Sea Grant program include estuarine management, ocean engineering, aquaculture, fisheries resources, and law. Its Marine Advisory Program is represented in every coastal county.

Similar success has been achieved by the State University System Institute of Oceanography. The Board of Regents allotted funds for coordinated oceanographic programs in 1969, locating its headquarters adjacent to a deep water port at the Bayboro branch campus of the University of South Florida in St. Petersburg.

Researchers under the auspices of the Institute compiled environmental data on the Eastern Gulf in 1973, leading to a $1 million contract with the U.S. Bureau of Land Management to study the implications of offshore oil drilling in the region.

The project involved five research ships, 32 research scientists, and more than 100 technical and support personnel. Participants were drawn from public and private universities in Florida, out-of-state institutions, and private laboratories. Later, the same consortium of scientists was successful in halting a plan for a major industrial firm to dump its chemical wastes in the Gulf of Mexico.

Competition among Florida institutions for another major research program in 1975 led the Chancellor's office to recommend a similar inter-institutional approach. The Board of Regents voted to create a State University System Solar Energy Center and locate it at an under-utilized university building complex near the Kennedy Space Center.

Three universities were vying for the center — University of Florida, University of Miami, and Florida Technological University. Following the model established by the Institute of Oceanography, the center was placed at the most advantageous location in the state. Administrative support will be provided by the closest university, Florida Technological University, but the director will report to the Chancellor's office. An advisory board, with one representative from each participating university, will make recommendations on priorities and projects to be undertaken.

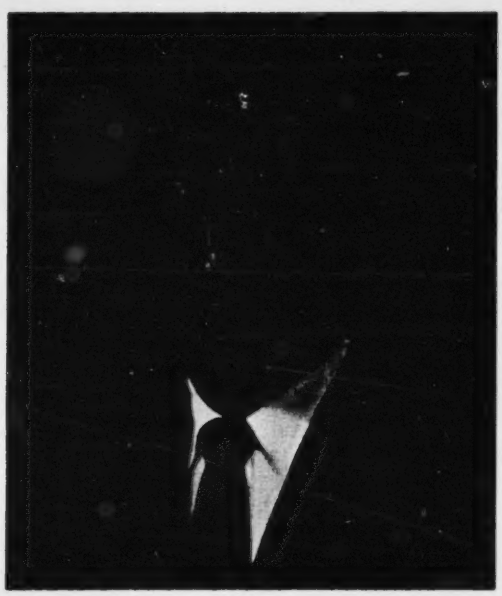
The reservoir of talent drawn to Brevard County during the "Space Era" was already in the process of redirecting its attention to this area of research. In a reversal of the goal of the early 1960's, modern industries were not drawn to the site of university research; instead, a university program was placed at a center of industrial research.

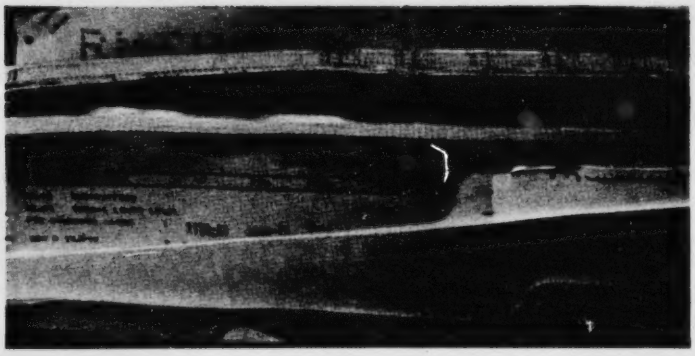
. . . To Adjust to Available Resources

"People generally support with their dollars and their personal efforts those programs which they feel are important. With tax dollars scarce and with other problems of pollution control, crime control, and the varied problems of the cities assuming greater public attention, higher education has been shifted to a lower priority.

"Critics have frequently concentrated on emotional side issues and have thus confused the public about the real problems of the universities. Only positive leadership and constructive action can turn the public mood."

D. Burke Kibler III
Board Chairman (1971)
(Dr. Louis C. Murray, Vice Chairman 1969-71)





The Board of Regents was designed as a steering mechanism for the State University System, but its work during its first decade was compounded by simultaneous pressures to serve as an accelerator and a brake.

Speed characterized the 1965-74 decade. It was a time of large scale development — new campuses...$300 million in new buildings...hundreds of new faculty...thousands of new students...scores of new academic programs and services.

Throughout the decade budgetary considerations served as a check upon full realization of the State University System's goals. Toward the end of the decade, applying the brake on spending became a persistent chore for the Board. Fortunately, developments over the years made it much better equipped for this tasteless task than it was at the start of its existence.

One of the weaknesses of the predecessor Board of Control was that it didn't have sufficient authority and staff capability to live up to its name — it couldn't control competing university ambitions.

In 1965 the state universities were largely autonomous in terms of their individual budgets. University presidents took their cases directly to the Legislature, lobbying their interests building-by-building, program-by-program. The Florida Legislature had little opportunity to question the validity of competing university claims, so disputes were resolved through the political process.

By the end of the decade the Board of Regents presented a unified budget to the Legislature without identification of individual universities. State appropriations for the universities were made in a lump sum to the Board, both for annual operations and for capital outlay needs. The Board was expected to distribute funds to the universities based on objective criteria and the universities' educational priorities. Once a university received its funding allocation from the Board, it could use its own system of priorities in drawing up budgets for its departments. The lump sum funding approach provided flexibility at both the Board and university levels.

The Florida Legislature still exercised its prerogative to set certain institutional priorities and program guidelines for the universities. Appropriations bills were sometimes accompanied by notes of instruction, but these controls resulted from majority votes of the legislative bodies. Trade-offs and legislative log-rolling between proponents of competing institutions, a common occurrence prior to the establishment of the Board of Regents, rarely happened.

Old Methods of Control

In 1965 the Florida Legislature met biennially. All of the state representatives and half of the senators faced re-election between sessions. The legislators not only had to estimate spending needs two years in advance, but each session began afresh with new members, new leadership, new committee assignments, and consequently new priorities.

In an attempt to control spending as best it could, the Legislature parceled out state funds in budgetary line items. Each university received annual appropriations with fixed limits on salaries, expenses, operating capital outlay, and compensation for nonpermanent employees termed "other personal services."

Since the Legislature could not predict all eventualities for a two-year period, Florida's elected Cabinet officers served as day-to-day guardians of the public purse in their capacity as State Budget Commission.

One of the functions of the Budget Commission was to approve each new salary in excess of $15,000. This action normally took place weeks after the initial negotiations with the prospective employee. The delay alone created problems in securing a person in demand elsewhere.

Fixed low salaries for university presidents led to inbreeding within the system. Chancellor J. Broward Culpepper noted that a nationwide search would be conducted to fill such a post, but the only capable people interested were those already within the state system.

One of the major problems for the Board of Control had been maintaining a fair ratio of appropriations between its two major institutions, University of Florida and Florida State University.

Maneuvering in the Legislature was common. One legislator during this period recalled an incident in which a university placed its most easily justified building request in second priority behind one it would have trouble supporting. When the Board of Control prepared its consolidated request for the system's capital outlay needs, the second-priority building rested well down the list. Much of the legislative discussion centered on whether or not the state could afford this particular building, and the maneuver succeeded. Not only was it funded, but the so-called "top priority" building was approved without question.

The opening of four new universities in the 1960's compounded this budget-juggling process through the Council of Presidents, Board of Regents, and the Legislature. When lump sum funding to the Board was inaugurated in the 1970's, it fulfilled Florida's goal of having a nonpolitical authority work out fair allocations of funds between the universities based on a unified priority system.

Even in lump sum appropriations, however, the old categories of salaries, expense, operating capital outlay and other personnel services remained. While there was some flexibility granted in shifting funds from one category to another, one of the objectives of the Board of Regents at the end of the 1965-74 decade was to allow each university to make its own division of funds in these four categories.

Systematic Budgeting

A major achievement of the Board of Regents during the 1965-74 years was development of a more systematic approach to determining university funding needs.

One of the first steps in this regard was to develop a "square footage" approach to judge a university's building needs rather than the old individual project method.

Under the old system, need was justified largely by the inadequacy of the space occupied by a particular college or discipline. Each campus had a number of hard-pressed units which obviously needed improved facilities, but this process did not take into account under-utilized space elsewhere on campus.

The "square footage" approach required each request for new facilities be justified in the total context of university facilities. Each university submitted records on how it was using its present classrooms, laboratories, libraries, and related facilities. The method of computing space needs was refined during the decade to take into consideration outmoded space requiring renovation or replacement.

The Chancellor's office also significantly modified the method by which universities demonstrated their needs for instructional personnel. Since 1959 the State University System had used full-time-equivalent student workload units for the purpose of budgeting. Prior to 1968 the workload formula made a distinction between undergraduate and graduate students, but there was no consideration given to differing costs of instruction between academic disciplines.

These basic workload units were modifled to reflect four different levels of instruction and 24 academic disciplines. Cost differences were computed at the lower division level (freshmen and sophomores), upper division (juniors and seniors), beginning graduate (master's degree), and advanced graduate (doctoral degree).

When these four levels of instruction were combined with varying costs for 24 academic disciplines, there were 71 formula accounts established within the State University System to correspond with academic programs which it offered. Each year the formula for projecting these discipline-level costs were modified to reflect systemwide changes in budgeting which occurred during the previous year.

This process of allocating comparable funding for comparable instruction to nine state universities was made possible through the development of a computerized Management Information System. The complex calculations required to build institutional funding allocations were derived from course registrations already in the computerized system; they required no burden of paperwork on the part of the universities.

Restrictions on Programs

An initial concern of the Board of Regents was to limit proliferation of high-cost programs of instruction. One of the contributions of its 1969 master plan, CODE, was to spell out discipline-by-discipline the anticipated educational needs of the system through 1980. Follow-up studies provided more extensive review of manpower needs in certain professional fields.

An additional contribution of CODE was to establish a process for authorizing new graduate programs which would prevent a university from offering an advanced degree prior to the time that it had an accumulation of academic resources to support such instruction.

REQUESTS TO PLAN NEW PROGRAMS

1973	
3 Doctoral Programs Proposed:	1 Approved for Planning
34 Master's Programs Proposed:	10 Approved for Planning
15 Bachelor's Programs Proposed:	5 Approved for Planning
52	
1974	
4 Doctoral Programs Proposed:	0 Approved for Planning
19 Master's Programs Proposed:	10 Approved for Planning
9 Bachelor's Programs Proposed:	4 Approved for Planning
32	

The 1969 Legislature also took action to slow down the accelerated growth of graduate programs. The major emphasis of the "Space Era" years was curtailed. Beginning graduate programs could grow at only 50 percent of the growth rate for upper division instruction, and advanced graduate programs at only 25 percent of this rate.

Despite these efforts, the Board received 65 requests for new doctoral programs in 1970 — largely from its newer universities. If such requests had been granted, the number of Ph.D. programs in the State University System would have increased by almost 70 percent. Instead, the Board placed a five-year moratorium on new Ph.D. programs which remained in effect through the balance of the 1965-74 period.

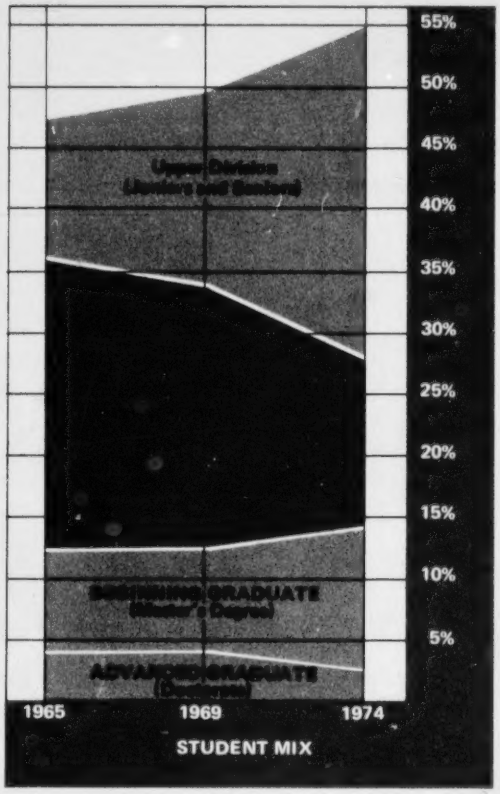
In 1972 the Regents established a new precedent; it took steps which would lead to termination of inefficient programs. Most of the concern of academic program control prior to this time had been in stemming unnecessary growth. There had been a few instances in the history of the State University Systen where the Board had terminated programs which it determined to be inefficient or unproductive, but the 1972 action created a systematic review of all programs to determine their productivity.

PROGRAMS WITH LOW DEGREE PRODUCTIVITY

Placed on Probation For First Year	Productivity Satisfactory	Terminated By University
1973		
8 Doctoral Programs	5	2
8 Master's Programs	6	0
16	11	2
1974		
8 Doctoral Programs	6	0
32 Master's Programs	12	2
66 Bachelor's Programs	8	7
106	26	9
1975		
6 Doctoral Programs	—	—
16 Master's Programs	—	—
17 Bachelor's Programs	—	—
39		

As a result of this review, the Board placed 16 programs which did not meet minimum degree productivity criteria on probation in 1973. This was followed with 106 additional programs placed on probation in 1974 and 39 more in 1975.

During the three-year probationary period most academic programs either increased their productivity or were merged into related degree programs. Some were terminated by the university involved. While the review process was purposely deliberate, it marked the first time in history in which the State University System set about to make actual reductions in the number of academic programs it offered as a means of attaining greater efficiency.



Efforts to Increase Productivity

National Surveys used to evaluate the quality of academic programs depend largely upon a university's reputation in each discipline. Since such renown is derived chiefly from strong Ph.D. programs and research, any institution seeking to rise in stature naturally places strong emphasis upon these endeavors.

In the 1970's, however, the national mood turned cool toward such aspirations. Part of this reaction stemmed from high costs associated with graduate instruction. When a national surplus of Ph.D. holders occurred in some fields, this expense did not seem justified.

The student protest movement also contributed to the change. One of the complaints voiced by protesting students was that faculty members and university administrators remained aloof from students. They contended university officials were more concerned with acquiring grants than the quality of classroom instruction.

The 1971 Florida Legislature reflected this mood when it passed a law requiring full-time teaching faculty to spend at least 12 hours a week in the classroom. Faculty members who were assigned other duties would have their classroom hours reduced accordingly.

Reflecting a similar philosophy, the Board of Regents required that teaching productivity and skills be the principal factor in considering whether a faculty member would receive tenure, promotion or re-employment. Denying such opportunities solely on the basis of a faculty member's failure to publish was prohibited.

In an attempt to bring about full year-around utilization of university facilities, the Legislature took two actions in the 1970's which forced higher levels of faculty productivity. Rather than base workload formulae on fall enrollments — the traditional pattern — the Legislature chose to base them in 1970 on a three-quarter average (fall, winter, spring) and in 1974 on a four-quarter-average.

Since summer enrollment is traditionally about half the size of the fall enrollment, this change greatly reduced the amount of funds generated by the universities through full-time equivalent student workloads. It did not substantially increase the size of summer enrollments.

The net effect of this change was to increase the student-faculty ratio, particularly in the high-enrollment fall quarter. This meant larger class sizes. General unhappiness with this development led the Board of Regents to enter its second decade with several proposals for compelling summer quarter attendance on its agenda.

Faculty productivity was also at issue in 1974 when the Legislature objected to the amount of funds appropriated to compensate faculty for supervising the teaching or research of graduate students. Contending such supervision was negligible, the legislators charged the universities were "padding" graduate course enrollments by giving students undue academic credit for such experiences. In most cases, such credit was surplus to the student's minimum credit requirements for the advanced degree.

Although Florida's Auditor General found no major violations in this regard, the Legislature mandated a reduction of 100 faculty positions in the State University System to compensate for this practice.

The Board of Regents chose another method of reducing the possibility of students taking more hours than were essential to their degree programs. This was one of several advantages of the per-credit-hour fee schedule adopted in 1974. The Board sensed that students would not pay for what they considered to be meaningless credits. As a result of this change, advanced graduate students took fewer credit hours of nonclassroom work in the fall quarter, 1974, than they had previously.

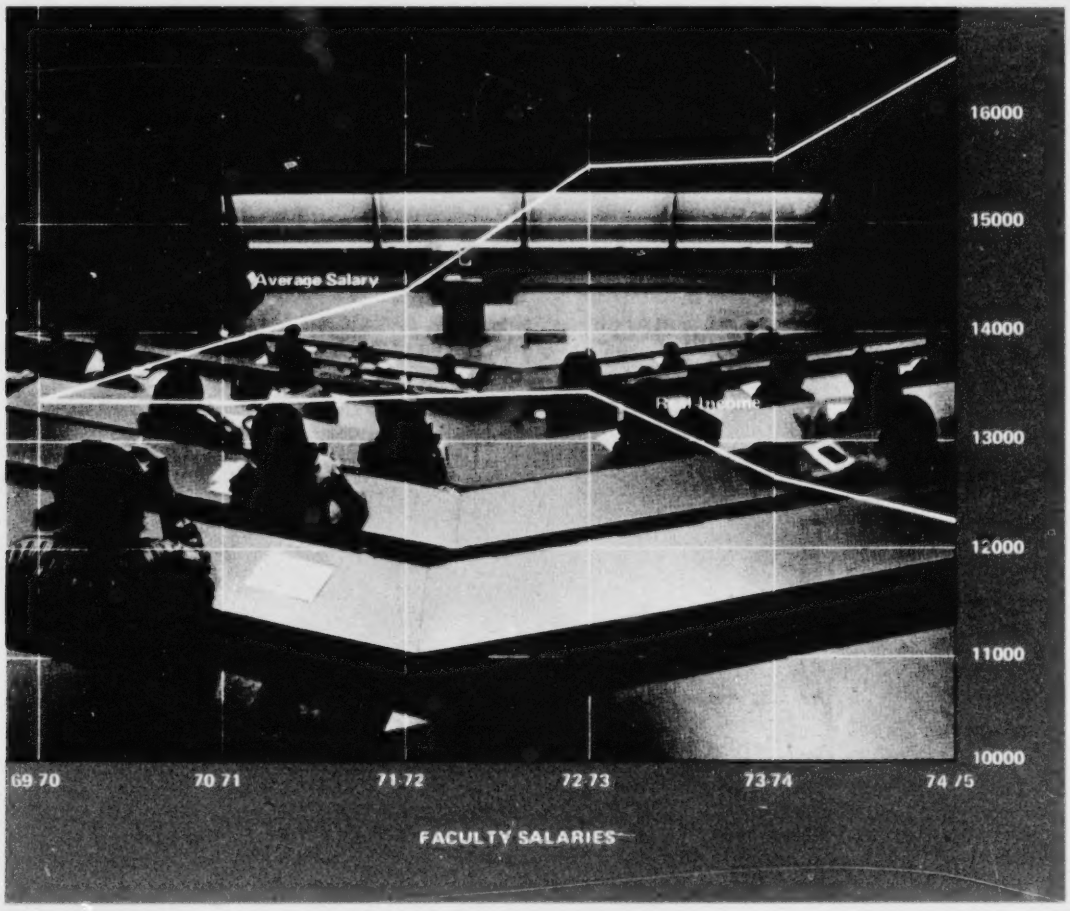
The Board also placed maximum limits on the number of hours for which the state would fund instructional costs in a student's degree program. This restriction was designed to keep a student from extending his or her years in college indefinitely by taking a wide range of work not directly applicable to his or her degree.

This progression of steps to increase the efficiency of the State University System in terms of student credit hours tended to offset inflationary costs which otherwise would have demanded much higher levels of support for higher education.

Such factors contributed to a succession of hold-the-line budgets in which the per student cost in general revenue dollars rose only $280 from 1970 to 1974, a period of severe inflation. In contrast, the per student cost had advanced $505 from 1966 to 1970, a period of much more modest inflation. Part of this cost squeeze was reflected in university salaries. In non-inflationary dollars, the average nine-month salary of faculty members in the State University System fell by $641 in the years between the 1969-70 and 1974-75 fiscal budgets.

Other Cost-Saving Measures

Careful planning prevented the proliferation of unnecessary professional and graduate-level programs. Efforts to increase university productivity held per-pupil costs in check during a period of high inflation. These were the major routes to curbing accelerating costs in Florida higher education, but the Board of Regents found other ways to make major economies.



One method was to sharpen the focus of the State University System. Increasingly during the decade it concentrated its efforts on advanced undergraduate and beginning graduate instruction for Florida residents.

Another means of economy was to increase the administrative efficiency of the State University System itself, centralizing and standardizing certain common functions of the universities which did not bear directly upon instruction.

A third way of curbing costs was to rely upon academic resources outside the State of Florida, particularly programs sponsored by the Southern Regional Education Board (SREB).

A fourth was to adopt a wide range of acceleration mechanisms for able students so that they did not have to spend the traditional four years in college, in many cases going over subject matter which they had already mastered.

The Board of Regents began to direct the emphasis of Florida's universities on what it considered their most essential services in 1970 when it set a limit on out-of-state enrollment, restricting it to 10 percent of the total system enrollment. In an accompanying move, it also greatly increased the cost of out-of-state tuition.

Quotas on new freshman students at four of its universities enabled the Board to encourage such students to attend Florida's community colleges. This generally represented a savings both to the student and the state.

The Management Information System was not only invaluable in systemwide planning and budgeting, but it also brought about efficiencies in the internal operations of the universities. The computer-based UNIVAC project provided centralized handling of such common functions as payroll, purchasing, personnel, and student registration.

The use of four regional computing

centers, rather than having a separate installation at each university and the Chancellor's office, led to cost savings running into the millions. It also permitted rapid interchange of data among the institutions, enhancing their self-study capabilities through ready comparisons with other institutions.

One of the principal economies brought about in the State University System during the decade was time-shortened degree options for able students. Nearly 10,000 took advantage of such programs in the 1973-74 academic year alone.

Approximately half of the incoming freshmen that year gained accelerated credit. As of September, 1974, over 100,000 College Level Examination Program (CLEP) credit hours were awarded by the nine universities to approximately 3,800 students. Altogether, students earned the equivalent of 132,188 credit hours through such mechanisms as CLEP and other proficiency tests, early admission programs for high school juniors, dual admission to a state university by students in a community college or secondary school, and advanced placement of superior students able to by-pass introductory courses.

The savings to the students and parents in tuition was $1.7 million through such programs. The state saved considerably more in unneeded instructional programs. None of these options reduced the degree requirement which the student was expected to achieve.

Although Florida achieved self-sufficiency in a vast number of academic programs during the 1965-74 decade, the Board found it advantageous to work cooperatively with other states to avoid unnecessary costs. Two programs of the SREB were particularly significant in this regard.

FTE STUDENT WORKLOAD BASIS OF FORMULA FUNDING

Fall term 1973	85,385
3 qtr. avg. 1973	82,341
4 qtr. avg. 1973	70,750

1965 - 1970 — Fall term FTE basis for funding
1970 - 1974 — 3 qtr. avg. FTE basis for funding
1974 - 1975 — 4 qtr. avg. FTE basis for funding

In 1974, SREB began the "Academic Common Market" in which 13 southern states agreed to share 140 graduate programs. Under this agreement, Florida offered spaces in 12 of its specialized graduate programs to students from other states. In return, it received the right to send students to 22 out-of-state programs which it designated. Out-of-state tuition was waived in such cases.

Florida students could attain advanced degrees in public health, actuarial sciences, classics, wood and paper science, petroleum engineering and many other specialized disciplines in which the State University System did not offer master's or doctoral degrees.

SOLINET, a computerized library identification network, was also administered by the SREB. Through it Florida universities have access to 100 public and private institutions of higher education as well as cooperating public libraries. Through a phone-linked terminal it is possible to determine if a reference is available at any library within the system. The network facilitates both inter-library loans and the ordering and cataloging of new materials.

There were numerous cost-cutting measures taken in the State University System during the 1965-74 decade, but a succession of tight budgets coupled with spiraling inflation could not be totally offset by such economies.

In noninflationary dollars, state revenue for university support per student fell 14 percent from 1968 to 1975. A severe recession in 1975, coupled with continued inflation, threatened to drive that support down an additional 14 percent in the 1975-76 fiscal year.

By the end of the decade, decisions affecting both the quantity and quality of university services were required. Through a decade of restructuring higher education in Florida so that there would be a central point of decision-making, the responsibility for making such choices rested squarely with the Board of Regents.

MARSHALL CRISER
ROBERT B. MAUTZ

. . . To Achieve a Sound Basis for Decisions

"In the eyes of many Legislators, the Board of Regents is nothing more than a group of cheerleaders for the State University System, always asking for too much, never accounting for anything, and not very perceptive of the public treasury . On the other hand, University people generally feel that the Board is always kowtowing and bending to Legislative pressures and not asking enough and not doing enough to protect the Universities or to provide the resources for them to do the job. I suppose the truth lies somewhere in between . . . I think we have a responsibility, if not to be a cheerleader, to be an advocate, an advocate who knows the facts and argues the facts to the best of his ability."

Marshall M. Criser
Board Chairman (1975)

(James J. Gardener, Vice Chairman 1974-)

The Board of Regents was created to make the major decisions affecting higher education in Florida. To remove it from direct political control, it was granted autonomy and its members were appointed for nine year terms. During its first ten years the Board took several steps to broaden its base of information so it could make sound decisions.

Prior to 1965 there were a number of factors which inhibited the old Board of Control from making independent decisions. Chief among these were the dual nature of university governance in the state and the active role which university presidents played in lobbying for the interests of their institutions.

The Board of Control was established as a policy making body for the State University System, but the 1885 state constitution vested control of all educational institutions in the state in a five member Board of Education. This Board was made up of elected officials who were part of Florida's Cabinet.

This provision led the Board of Control and its chief executive officer to work closely with these Cabinet members in making major decisions. Prior to selecting a university president, for instance, it was necessary to arrange interviews of the nominees by the Cabinet officers to insure their approval.

The same Cabinet officers, meeting as part of a seven member State Budget Commission, also exercised control over use of state funds by the universities in the interval between the biennial sessions of the Florida Legislature.

University Presidents would lobby for desired funding while the Legislature was in session and then seek needed modifications from the State Budget Commission. The process encouraged a direct interplay between university officials and state political leaders.

The Board of Control had a small staff, and it relied heavily upon information furnished it by the universities in its deliberations. The Council of University Presidents was formed to coordinate university presentations to the Board and to reconcile differences among institutions.

At times the Board made a decision which might adversely affect a major university but that did not necessarily end the matter. The University president could use his well developed avenues of access to the state's political leadership to seek reversal of the decision at a higher level.

The Legacy of Dual Control

Appointment of the Board of Regents in 1965 did not automatically end Florida's history of dual control. It was to continue as an issue throughout the 1965-74 decade, although the autonomy of the Board was not challenged in most of its major decisions.

The biggest controversy involving the Board and the state's executive leadership was at the very beginning. Outgoing Governor Farris Bryant appointed a nine-member Board, including a number of holdover Board of Control members, during his final month of office. Incoming Governor Haydon Burns desired his own appointees, and he successfully challenged Bryant's action before the Florida Supreme Court.

New controversy developed a few weeks later with the naming of Florida's first Chancellor. A Cabinet officer opposed the appointment because he had not been consulted in advance, a traditional prerogative under the old system.

The 1967 Legislature used powers given it by a constitutional amendment to remove Cabinet control over appointments and its power to initiate major policy decisions affecting the State University System. Since then dual control has existed only in certain veto powers over policy decisions which the Board of Education has exercised from time to time.

Governmental reorganization and annual sessions of the Florida Legislature led to abolishment of the State Budget Commission. This largely freed the State University System from Cabinet review of budgetary decisions.

A major test of the Regents' political autonomy came soon after the Legislature strengthened the Board's position in 1967. Governor Claude Kirk sought to promote his own candidate for the presidency of the University of Florida. The majority of the Board resisted Kirk's efforts and went ahead with the selection of State Supreme Court Justice Stephen O'Connell for the presidency.

The Governor called for the resignation of Board Chairman Chester H. Ferguson, objecting to the selection procedures used in the appointment. Ferguson was supported by a university advisory committee which had taken part in the selection; its chairman noted that O'Connell received its nomination while Kirk's candidate did not.

Kirk's open attacks on the Board subsided. Later, he was equally unsuccessful in a behind-the-scenes move to replace Chancellor Robert B. Mautz.

There were recommendations by two education study committees during the decade to either subvert the Regents to an appointed Board of Education or replace them with such a Board, but neither plan was adopted. Nor was a recommendation carried out which would have abolished the Board's staff and turned its functions over to the Commissioner of Education.

By the end of the 1965-74 decade the Regents considered themselves free of the threat of abolishment or from direct political pressure tactics.

Decisions in the "Sunshine"

Historically, the governing board of Florida's universities met in private. Ten years prior to formation of the Board of Regents, this was still the case. The presidents of three state universities sat outside a conference room door, awaiting their turn to share in the Board's deliberations.

Frequently, a decision was made which would affect all three universities while the representative of only one of them was in the room. The others might not learn of actions affecting them until weeks later when the minutes were circulated.

The first step in broadening the decision-making process of the Board of Control was to admit university presidents to the entire meeting. Next, under agitation from the press, the meetings were opened to the public. At first a small-sized conference room could handle those in attendance, but the meetings grew in importance until they were regularly held in auditoriums.

All of the official meetings of the Board of Regents were held in public during its 10-year history, but early in the decade its committees met in private and occasionally there was an informal meeting when Board members got together to discuss a sensitive issue on an upcoming agenda.

Such practices were halted when a strict interpretation of Florida's "Sunshine Law" ruled out any opportunity for two or more Board members to privately discuss matters pertaining to the State University System.

The change had reduced the friction which was sometimes generated by frank discussion in private meetings. It has also led to most Regents playing a more passive role in such key decisions as selecting a university president.

In 1974 the Regents selected presidents for the University of Florida and University of West Florida after public interviews with major candidates. In one instance there was only an interview of one candidate.

In both cases advisory committees [illegible]ie institutions had played a role in developing a list of potential candidates and then screening the list so that the Regents were presented their top recommendations. This process largely supplanted much of the work previously done by a committee of Regents.

While no highly desired candidate had withdrawn from consideration because of the required public interviews, many of those whose names were placed on prospect lists expressed hesitancy about seeking the post on such a basis.

Board members have expressed concern over this matter and over an equally strict interpretation of Florida's public records law. They would prefer to meet in executive session if called upon to discuss a sensitive personnel matter, property transactions, or positions in court litigation. They also have sought to guard the privacy of employees and students by maintaining that personnel files should be restricted from public inspections.

Placed in 20-year perspective, the pendulum has swung a full arc — from a university president excluded from discussions affecting his institution to legal guidelines which may preclude confidential materials in personnel files.

Role of the Chancellor

The chief executive officer of Florida's University System had traditionally been a coordinator. As presiding officer at the Council of University Presidents, he sought consensus on issues affecting the universities which required presentation to the Board.

In order to assemble certain basic information on the operation of the system, the central office also required each university to fill out reports. These reports were few in number at the time the Board of Regents was created in 1965, but they grew over the years until the Chancellor's office was receiving almost 2,000 reports a year.

Still, frequently a new question was asked about an unreported aspect of the system. The Chancellor could not respond, and it necessitated another report. In addition, the reports did not provide the data necessary to establish a sound system of management.

In 1969 a management information system was established. Four regional computer centers linked the State University System, and each institution furnished the system basic data tapes from which a vast array of information could be extracted.

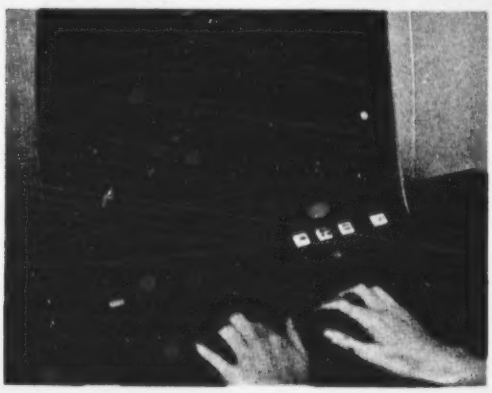
By the end of the 1965-74 decade, the number of reports required was negligible, and the information system was saving the State University System millions in operational efficiencies in addition to furnishing factual information on which the Board could base its decisions.

The information system facilitated the compilation of an aggregate budget for the State University System and when the Board received lump sum funding from the Legislature it also could be used to make equitable allocations of the funds to the universities.

At this point it became difficult for a university president to argue the case for his institution directly before the Legislature. Legislative decisions were based on operation of the university system as a whole, and not on the basis of individual universities.

The presidents of those universities with established political constituencies sought to check this growing process of centralization. Seeking a confederation of strong universities rather than a system operating through a strong central office, they sought replacement of the Chancellor. Their private appeals to the Regents failed, and by the end of the decade the central office was further strengthened.

From the role of gathering a few reports, the Chancellor's office had developed mechanisms for multi-university governance which ranked as a major innovation nationally in the field of higher education. The management information system contributed not only to distribution of funds for the universities, but also to academic program control, internal operating procedures for common administrative function, and most reporting functions required either by the state or federal government.



Avenues of Communication

Computers can't solve all problems. Some issues lend themselves solely to factual information, but often there are matters which cannot be resolved without complete understanding on the part of all of those who are affected by them.

Several developments within the State University System during the 1965-74 period opened up new levels of communication in order to solve such problems.

One of the major themes of the student protest movement in the late 1960's was that students had little to say about decisions on university campuses. Florida was to avoid major confrontations between students and university officials during this period through several measures which broadened the input of students.

Faculty members have traditionally played a role in most academic decisions, but they were often defenseless in matters directly affecting their own careers. Although they faithfully performed their university duties, they might be denied tenure or promotion for failure to write articles or books for publication. By the end of the decade the Board had granted them several assurances of fair treatment.

One of the major communication links within the State University System was a broad network of inter-institutional councils and committees. From a modest beginning of four councils in 1965, this network grew in 10 years to 45 standing councils, committees and subcommittees. In addition, there were a number of ad hoc advisory committees, informal subcommittees, and task forces created to cope with specific, short-duration issues.

The Board gave students input as consumers when it required the universities to establish ways in which students could evaluate their teachers and make such evaluations part of the teacher's promotion and tenure record. Students also received recognition as university residents. One of the longest controversies on the Board's agendas was "open house" policies for students living in university dormitories. After months of committee work, public discussions, policy decisions and revisions of those decisions, a solution was worked out sufficiently satisfactory to the Regents and to the students so that the issue could cool.

While such controversies captured the headlines, students were making considerable progress in getting their views heard. They were granted membership on major university committees, the Board regularly received suggestions from the Council of Student Body Presidents, and Florida became the first state in the nation to establish the post of vice chancellor for student affairs. Through legislation, students gained control of the student activity fee which had previously been administered by university presidents.

When the Board established annual evaluations of faculty members in 1972 there was some apprehension voiced about it. In practice, such evaluations provided the faculty member with a written assignment at the beginning of each term and an assurance that his or her annual review, as well as such decisions as tenure and promotion, would be based largely on how such assignments were performed. The evaluation included input from students and peers as well as the faculty member's superior. In turn, the faculty member was given an opportunity to evaluate his or her superior.

The Board also created a systemwide policy for handling faculty grievances, ending a variety of practices at the universities. This included procedures for handling minor complaints, such as poor office space, as well as major issues, such as denial of tenure or re-employment.

Faculty members were also regularly represented at Board meetings, both through the Faculty Senate Council and unofficially through groups vying for the right to represent the faculty under Florida's 1974 collective bargaining law. Through such processes the remnants of institutional rivalries were reduced, and faculty members began to build communication links across the State University System.

The central office also served as a focal point for input into the State University System by representatives of Florida's community colleges, private colleges and universities, professional associations, and governmental agencies which needed to interact with a system of higher education.

Through a long partnership the universities and community colleges developed an Articulation Agreement which assured community college student that they could transfer to a state university without penalty.

Agreements were worked out on basic education requirements, a common method of accepting transfer credit and computing the incoming student's grade point average, admissions quotas, and other problems which had created difficulties for transfer students. In 1971 an Articulation Coordinating Committee was established to give continuing attention to such matters.

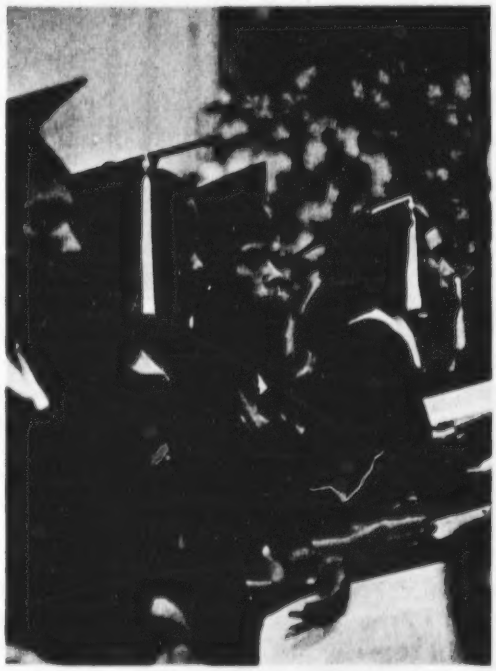
The Board's communications network matched its management information system in scope and complexity, but even this did not resolve all problems. Some were a matter of value, and of priorities.

Confronting Conflicting Aspirations

The traditional function of a lay governing board in higher education is to augment a two-way communication process between the academic community and those members of the public, including their elected representatives, who have little appreciation for academic traditions.

Critics of higher education contend that universities seem slow to address themselves to the problems of the day and give undue emphasis to high cost programs that contribute more to institutional prestige than prepare students for jobs in their home communities.

The academic community takes a longer view, noting that rarely will a person go through life in the same professional role for which he or she was prepared in young adulthood. In this perspective, basic values and methods of



addressing problems do not lend themselves solely to immediate objectives.

Bridging this communication gap is made evern more complex for a single board in a multi-university system. The two-way communication process becomes many sided.

In Florida, the Board of Regents has to mediate the conflicting aspirations of nine distinctive universities. The public statements of Florida university officials during the 1970's indicated that the expectations of each institution clearly outpaced the level of performance which it was permitted. Each institution made what appeared to be a sound claim for a greater share of the State University System's resources.

For years the University of Florida and Florida State University had sought to win a place among the elite universities of the nation in terms of excellence. During this decade their counterparts in most other states were not rivaled by six newer universities seeking to slice thinner the higher education dollar.

The University of South Florida caught up to the state's two senior institutions much faster in terms of enrollment than it did in academic resources. It sought parity in this regard.

For years Florida A & M University had served a vital role which during this decade was to come into conflict with federal laws and

regulations. It sought a new investment of the state's resources to fit it with a new role and identity.

Universities with relatively stable enrollments, Florida Atlantic University and University of West Florida, sought recognition for the unique contribution which they could make in a more intimate learning environment. Such a role required a funding allocation system which was not based totally on the size of enrollments.

New urban universities in Orlando, Miami and Jacksonville had to accommodate rapid increases in the size of their student bodies when they had only a small nucleus of space or personnel. Their birth at a time of economic retrenchment in higher education has made this handicap even more pronounced.

A veteran legislator, who played a key role in educational decisions during the decade, said if the Board had not been present to mediate between these rivalries, the Legislature would have been more likely to divide up university dollars on the basis of votes.

Through this process the urban universities might have received more and the established North Florida institutions less. A bill which would have given the Legislature sole authority to establish new degree programs was vetoed by Governor Reubin Askew in 1974.

Barring a revival of such a measure, the tough decisions remain the task of the Regents. While their decisions cannot please everyone, the evidence grew over the decade that the Florida Board of Regents was fulfilling the goal of its founders — key decisions in higher education were removed from the battleground of politics.

The 1965-74 era ended with Chancellor-Designate E. T. York, Jr. pursuing two initiatives which would provide the Board new insight in making decisions about university programs.

Under his leadership the Board activated a State Commission on University Outreach and Service, made up of 30 prominent Floridians in all walks of life, to make a state-wide inventory of needs for non-traditional studies.

At the same time each university was establishing a Council of Advisors, a new means of input to assist the institution in interpreting its mission.

Although for the immediate future the Board of Regents faced several avenues of retrenchment, it was simultaneously laying groundwork for new opportunities for expanded service in the years ahead.

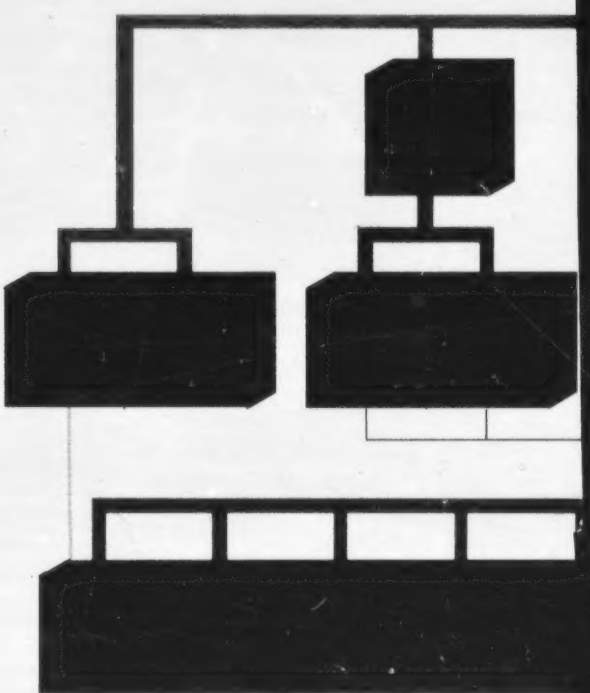
"Has higher education reached its millennium? Have we achieved our earlier goals of affording equal access to all? Have we reached the ultimate in developing and applying knowledge for the benefit of mankind? Is there no further opportunity for innovative improvement of our present enterprise? Is all that remains a mere custodial or shop-keeping exercise? . . .

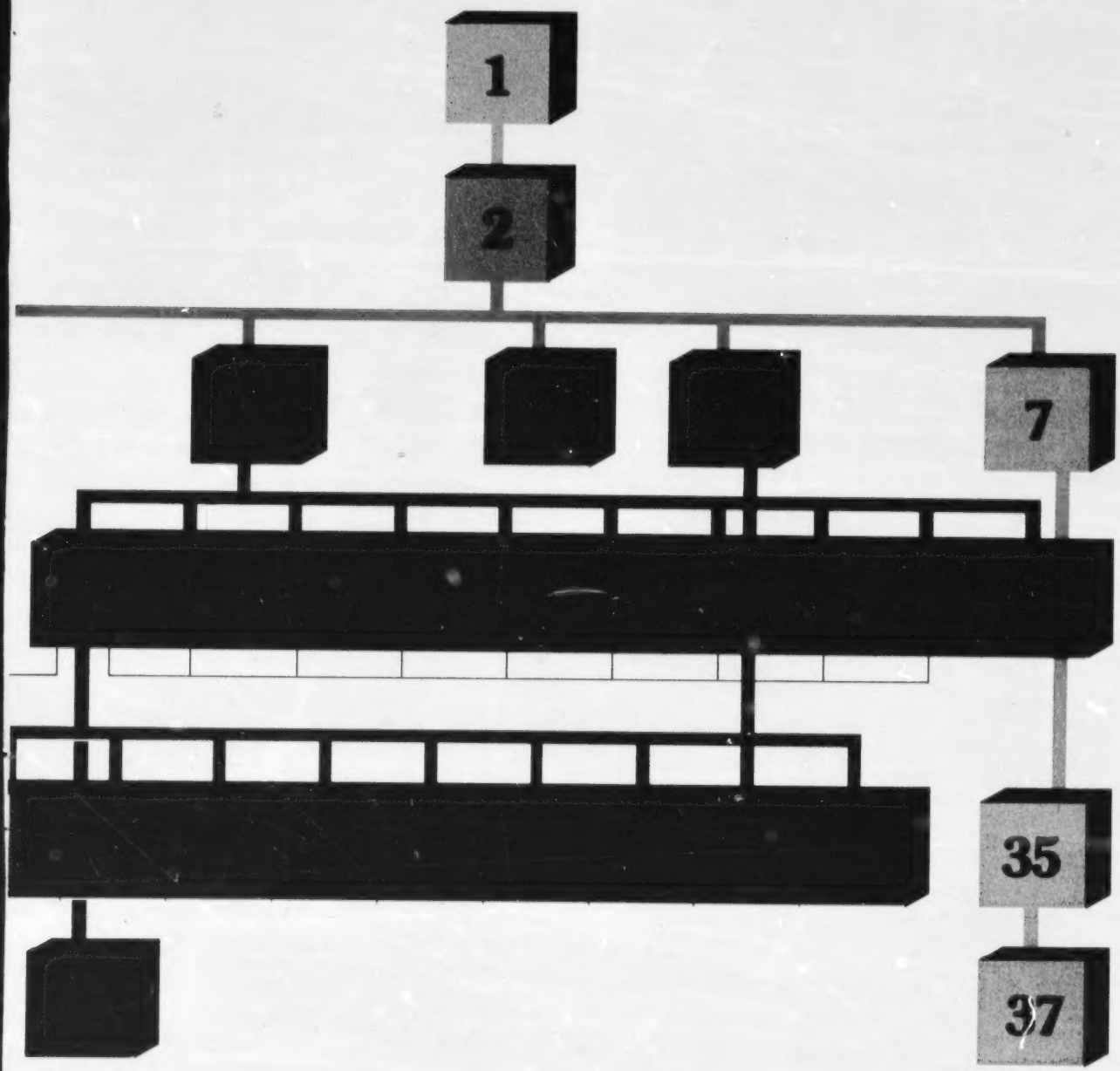
"It is my belief that we are on the threshold of a major new thrust in American higher education—perhaps the most significant in our history. Significantly, this new thrust has the potential for bringing more nearly to full fruition the egalitarian and service-to-society concepts which undergirded the Land-Grant university movement a century ago."

E. T. York, Jr.
Chancellor-Designate (1975)

SUS Interinstitutional Committee System 1974

1. Board of Regents
2. Council of Presidents
3. Council for Student Affairs
4. Council for Administrative and Financial Affairs
5. Council for Community and Public Affairs
6. Council of Academic Vice Presidents
7. Committee on Student Health
8. Committee on Collective Bargaining
9. Committee on Faculty Compensation
10. Committee on Financial Aid
11. Committee on Student housing
12. Uniftran
13. Committee on Personnel Administration
14. Committee on Facilities
15. Committee on Finance and Accounting
16. Committee on Purchasing
17. Committee on Auxiliary Services
18. Committee on Computer Technology
19. Committee on Internal Control
20. Committee on Physical Plant
21. Committee on Directors of University Police
22. SUS Institute of Oceanography Steering Committee
23. Committee on International Programs
24. Committee on Deans of Education
25. Committee on Growth Policy Planning
26. Committee on Oceanography
27. Committee on International Programs
28. Committee on Energy
29. Committee on Libraries
30. Committee on Admission and Records
31. Committee on Academic Research and Testing
32. Committee on Sea Grants Programs
33. Committee on Continuing Education
34. Committee on Deans of Engineering and Technology
35. Committee on Planning-Programming-Budgeting Syatems
36. Task Force Committees: Core, Construction and Grants, Personnel and Payroll, Purchasing, Auxiliaries, Accounts Receivable, Physical Plant, Local (Agency) Funds, Space Managements, Property Accounting, Student Financial Aid.
37. Standing Subcommittees: Enrollment, Allocation, Policies, Budget Preparation, Data.




1
2
7
35
37

UNIVERSITY OF WEST FLORIDA - Pensacola
Date Opened: 1967
1965-74 Presidents: Harold Bryan Crosby, 1964-74
James A. Robinson, 1974
Enrollment: 1965: 0; 1974: 4,906

FLORIDA STATE UNIVERSITY - Tallahassee
Date Opened: Buckman Act (1905)
1965-74 Presidents: John E. Champion, 1965-68
Stanley Marshall, 1968
Enrollment: 1965: 11,974; 1974: 21,037

FLORIDA A & M UNIVERSITY - Tallahassee
Date Opened: Buckman Act (1905)
1965-74 Presidents: George W. Gore, Jr., 1950-68
Benjamin L. Perry, Jr., 1969
Enrollment: 1965: 3,238; 1974: 4,821

UNIVERSITY OF FLORIDA - Gainesville
Date Opened: Buckman Act (1905)
1965-74 Presidents: J. Wayne Reitz, 1955-67
Stephen C. O'Connell, 1967-73
E.T. York, Jr., (Interim) 1973-74
Robert Q. Marston, 1974
Enrollment: 1965: 15,354; 1974: 28,126

UNIVERSITY OF NORTH FLORIDA - Jacksonville
Date Opened: 1972
1965-74 Presidents: Thomas G. Carpenter, 1969
Enrollment: 1965: 0; 1974: 3,895

FLORIDA TECHNOLOGICAL UNIVERSITY - Orlando
Date Opened: 1968
1965-74 Presidents: Charles N. Millican, 1965
Enrollment: 1965: 0; 1974: 8,424

UNIVERSITY OF SOUTH FLORIDA - Tampa
Date Opened: 1960
1965-74 Presidents: John S. Allen, 1957-70
Harris W. Dean (Acting), 1970-71
Cecil Mackey, 1971
Enrollment: 1965: 6,392; 1974: 20,932

FLORIDA ATLANTIC UNIVERSITY - Boca Raton
Date Opened: 1964
1965-74 Presidents: Kenneth R. Williams, 1962-73
Glenwood Creech, 1973
Enrollment: 1965: 1,807; 1974: 6,849

FLORIDA INTERNATIONAL UNIVERSITY - Miami
Date Opened: 1972
1965-74 Presidents: Charles E. Perry, 1969
Enrollment: 1965: 0; 1974: 9,529

BOARD OF REGENTS MEMBERS

Baya M. Harrison, Jr. , St. Petersburg	January-March 1965
Marshall M. Criser, Palm Beach	
Sam T. Dell, Gainesville	
Dr. Wayne C. McCall, Ocala	
Payne H. Midyette, Tallahassee	
Robert M. Morgan, Miami	
John C. Pace, Pensacola	
Fletcher G. Rush, Orlando	
Gert. H.W. Schmidt, Jacksonville	
Chester H. Ferguson, Tampa	1965-
Louis C. Murray, Orlando	1965-1972
Floyd T. Christian, Clearwater	1965-October 1965
Henry Kramer, Jacksonville	1965-1970
Clarence L. Menser, Vero Beach	1965-1969
John C. Pace, Pensacola	1965-1968
Wayne C. McCall, Ocala	1965-1968
Clifton G. Dyson, West Palm Beach	1965-1966
Mrs. E.D. Pearce, Coral Gables	1965-1974
Woodrow J. Darden, Titusville	1965-1967
Mrs. Margaret H. Behringer, Fort Lauderdale	1967-1968
D. Burke Kibler, III, Lakeland	1967-
Julius F. Parker, Tallahassee	1968-
John C. Behringer, Fort Lauderdale	1969-October 1969
Mayhew W. (Pat) Dodson, Pensacola	1969-March 1970
Milton N. Weir, Jr., Boca Raton	October 1969-March 1971
Miss Elizabeth A. Kovachevich, St. Petersburg	1970-1971
E.W. Hopkins, Jr., Pensacola	1970-
J.J. Daniel, Jacksonville	1971-
Marshall M. Criser, Palm Beach	June 1971-
James J. Gardener, Fort Lauderdale	1972-
Jack McGriff, Gainesville	1973-
Marshall S. Harris, Miami	1975-

STATE UNIVERSITY SYSTEM MEMBERS

J. Broward Culpepper, Chancellor	1965-1967
Robert B. Mautz, Chancellor	1968-1975
E.T. York, Jr., Chancellor-Designate	1974-1975
Philip F. Ashler, Executive Vice Chancellor	1968-
W. Kenneth Boutwell, Jr., Vice Chancellor for Administrative Affairs	1973-1975
Richard C. Hulet, Vice Chancellor for Student Affairs	1972-
Kenneth E. Penrod, Vice Chancellor for Medical and Health Sciences	1969-1974
Allan Tucker, Vice Chancellor for Academic Affairs	1964-1975
Charles E. Perry, Vice Chancellor for Institutional and Governmental Affairs	1968-1969
William G. Hendricks, Business Manager	1951-1974
Hendrix Chandler, Corporate Secretary	1962-
Forrest Kelley, Director of Physical Planning	1958-